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GENERAL PLAN

A COMPREHENSIVE GENERAL PLAN FOR
THE COUNTY OF STANISLAUS, CALIFORNIA

PREPARED BY THE STANISLAUS
COUNTY PLANNING COMMISSION
JULY 1, 1985

APPROVED BY THE STANISLAUS
COUNTY BOARD OF SUPERVISORS
AUGUST 6, 1985

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RECORD OF GENERAL PLAN AMENDMENTS

A COMPREHENSIVE GENERAL PLAN FOR THE COUNTY OF STANISLAUS, CALIFORNIA

INITIAL APPROVAL BY THE STANISLAUS
COUNTY PLANNING COMMISSION
JULY 3, 1975

INITIAL APPROVAL BY THE STANISLAUS
COUNTY BOARD OF SUPERVISORS
AUGUST 5, 1975

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RECORD OF GENERAL PLAN AMENDMENTS

SPECIFIC ACTION	DATE OF PLANNING COMMISSION ACTION	DATE OF BOARD OF SUPERVISORS ACTION
AMENDED -LAND USE/PRIORITIES	April 14, 1977	May 17, 1977
AMENDED - CIRCULATION ELEMENT	April 13, 1978	June 27, 1978
AMENDED - HOUSING ELEMENT	November 15, 1979	May 6, 1980
AMENDED - LAND USE ELEMENT	August 13, 1981	October 20, 1981
AMENDED - LAND USE PLAN	December 4, 1981	January 27, 1982
AMENDED - HOUSING ELEMENT	- - - - -	August 31, 1982
AMENDED - LAND USE ELEMENT	September 1, 1983	September 20, 1983
AMENDED - LAND USE ELEMENT	August 30, 1984	October 23, 1984
AMENDED - LAND USE ELEMENT	April 18, 1985	June 11, 1985
AMENDED - HOUSING ELEMENT	December 5, 1985	December 17, 1985

RECORD OF GENERAL PLAN
AMENDMENTS

AMENDMENT ACTION	DATE OF AMENDMENT	DATE OF ACTION
AMENDMENT - LAND USE PLAN	1971 14, 1971	1971 14, 1971
AMENDMENT - LAND USE PLAN	1971 13, 1971	1971 13, 1971
AMENDMENT - LAND USE PLAN	1971 12, 1971	1971 12, 1971
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AMENDMENT - LAND USE PLAN	1971 3, 1971	1971 3, 1971
AMENDMENT - LAND USE PLAN	1971 2, 1971	1971 2, 1971
AMENDMENT - LAND USE PLAN	1971 1, 1971	1971 1, 1971

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INTRODUCTION

The Planning and Zoning Commission of the City of Portland, Oregon, has the honor to introduce this report to the public. This report is the result of a study conducted by the Commission and its staff, and is intended to provide information to the public regarding the Commission's findings and recommendations. The Commission believes that this report will be of great value to the public in understanding the Commission's role and the issues it faces. The Commission is committed to the public and to the process of planning and zoning, and it is pleased to share its findings and recommendations with the public.

TABLE OF CONTENTS

INTRODUCTION

PLAN ELEMENTS

LAND USE.....	1-1
CONSERVATION/OPEN SPACE.....	2-1
CIRCULATION.....	3-1
HOUSING.....	4-1
NOISE.....	5-1

PRIORITIES.....	6-1
-----------------	-----

ENVIRONMENTAL ASSESSMENT.....	7-1
-------------------------------	-----

INTRODUCTION

The Planning and Zoning Law of the State of California requires each city and county to establish a comprehensive planning process to guide future growth within its jurisdiction in a manner responsive to the valid needs and desires of its citizens. The prime areas of concern in the establishment of such a planning process are land use, circulation, scenic highways, open space, conservation of resources, safety, seismic safety, noise, and associated physical, social, and economic factors.

Comprehensive land use planning in Stanislaus County started as a joint project of the Modesto and Stanislaus County Planning Departments in 1956. The initial goal was to develop and adopt a general plan for the Modesto/Ceres Area.

Interest by other cities, and the availability of supplementary funds from the federal government resulted in an expansion of the program to include all of the seven cities and county contracting with the United States Housing and Home Finance Agency. Direction of the program was assigned to the Cities-County Planning Advisory Committee which was composed of representation from all of the eight participating agencies. The Committee was later expanded to include representation from the town of Empire. The Stanislaus County Planning Commission acted as the contracting agency and the County furnished office space, equipment, and transportation for the directing staff which at one time included eleven people.

In 1957 the program was expanded to include an area designated as the Stanislaus Urban Region, which included the cities of Ceres, Modesto, Newman, Oakdale, Patterson, Riverbank and Turlock, and the unincorporated urban communities of Crows Landing, Denair, Empire, Grayson, Hickman, Hughson, Keyes, Salida, Waterford, and Westley. Other projects assigned to the staff included standardization of subdivision and zoning ordinances, a thoroughfare plan, and a survey of housing.

On February 1, 1960, the 3-year contract with the federal government was completed with general plans for the Modesto-Ceres-Empire area, Newman, Oakdale, Patterson, and Riverbank adopted by the Cities and County Planning Commission. During the remainder of 1960 and 1961 the City of Turlock and County cooperated to complete and adopt a general plan for the Turlock area and in 1961 the County Planning Commission completed and adopted a general plan for all of Stanislaus County. Final adoption of the Newman, Patterson, and Riverbank area plans was completed by the Board of Supervisors in September 1964. The Oakdale area plan was adopted three months later.

During 1963 and 1964 the Cities of Ceres, Modesto, and Newman began work on individual city plans. The Newman plan, prepared by a private

consultant and financed in part by a Federal Grant, was completed during 1963 and adopted by the City Council in April 1964. Also prepared by a private firm through a Federal Grant, the Ceres plan was completed in 1964 and adopted by the City Council in May 1965. A separate plan for the Modesto Urban Area was prepared by the City Planning Staff and adopted in September 1965 as an amendment to the Modesto portion of the original Modesto-Ceres-Empire Area plan.

Following the preparation of individual city plans for the Modesto-Ceres-Empire Area, the County Planning Staff prepared a composite area plan utilizing the city plans. In the areas of overlap between the two city plans, some conflict occurred and resulted in modification of both plans to reach a compromise solution. It was necessary to extend the Modesto plan east to include the Empire area. This plan, and the modified County-wide general plan, were adopted by the County Planning Commission in December 1965 and the Board of Supervisors in January 1966.

In the years 1966 to 1972, several new elements were added to the County's General Plan. Specifically, a Recreation Element was added in 1966, the first phase of a Housing Element in 1969, Sewer and Water Element in 1971, Highway Transportation Element in 1971 and an Airport Master Plan in 1972. In 1973, new State legislation requiring consistence between the General Plan and the Zoning Ordinance became effective. In fulfilling the requirements of this legislation, the County undertook a two year program of General Plan review and rezoning characterized by a locally oriented citizen input program described in the text of the Land Use Element.

This updated text is the result of the subsequent review and coordination of all previously adopted elements and constitutes a comprehensive coordinated General Plan fulfilling the requirements of State law and the needs of Stanislaus County citizenry.

LAND USE

LAND USE ELEMENT
STANISLAUS COUNTY GENERAL PLAN

Adopted June 18, 1985

LAND USE ELEMENT

The goal of the Land Use Element is the designation of land use development patterns which are responsive to the physical characteristics of the land as well as to the environmental, economic and social concerns of the people of Stanislaus County. The land use designations below are consistent with this goal. Taken as a whole, and used in tandem with the County zoning regulations, they act to accommodate a full range of possible land uses while minimizing problems caused by conflicting uses. This land use element is designed to compliment and to be used in conjunction with all other elements of the County General Plan. It will allow planning for growth as anticipated in the Housing Element.

Objectives

The following objectives shall be considered in evaluating proposals to amend this plan in order to avoid land use conflicts which have developed in the past and which should be avoided in the future.

1. Discouragement of uncoordinated division of land which forces the premature cessation of valid agricultural uses. The plan recognizes the importance of agriculture in Stanislaus County and hereby establishes continued preservation of farmland as a major planning objective.
2. Continuation of County General Plan procedures which complement rather than compete with the general plans of incorporated cities in the County.
3. Continued recognition of unincorporated communities as viable urban developments, allowing reasonable growth based on the ability to provide necessary urban services, including public facilities for water supply and sewage disposal.
4. The need to protect, for environmental and open space reasons, the valuable riparian habitat found along the Stanislaus, Tuolumne, and San Joaquin Rivers and other natural waterways.
5. Recognition of factors limiting development, such as high water table, poor soil percolation, unavailability of urban service, geologic fault areas, flood plains and airport hazard areas.
6. Discouragement of the creation of parcels which do not readily lend themselves to usage consistent with their planned designation.
7. Recognition of the fact that many existing uses and properties will not be consistent with land use designations established by the plan but that they may be expected to continue.

Use Designations

Agriculture

a) Intent

The major portion of Stanislaus County is made up of productive and potentially productive and valuable agricultural land. These lands are of economic importance not only to Stanislaus County, but to the state and nation as well, as evidenced by the fact that Stanislaus County ranks very high nationally in production of agricultural commodities.

This agricultural designation recognizes the value and importance of farming by acting to preclude incompatible urban development within agricultural areas. It is intended for areas of land which are presently or potentially desirable for agricultural usage. These are typically areas which possess characteristics with respect to location, topography, parcel size, soil classification, water availability and adjacent usage which, in proper combination, provide a favorable agricultural environment. This designation establishes agriculture as the primary use in land so designated, but allows dwelling units, limited agriculturally related commercial services, agriculturally related light industrial uses, and other uses which by their unique nature are not compatible with urban uses, provided they do not conflict with the primary use. The agricultural designation is also consistent with areas the overall General Plan has identified as suitable for open space or recreational use.

b) Zoning

This designation is consistent with an A-2 (Exclusive Agriculture) zoning district. Residential building intensity would range from zero to two dwellings per 40 acres in an A-2-40 zone up to one dwelling per three acres in A-2-3. Appropriate intensities would correspond for any land zoned A-2-5, A-2-10, A-2-20, A-2-160 or any other agricultural zoning designation. Based on a 1980 countywide census figure of 2.77 persons per unit, population density would be very low, less than one person per acre even in an A-2-3 zone, and much lower than that in A-2-10 or A-2-40. The Planned Development (PD) zone may also be consistent with this designation when it is used for agriculturally related uses or for uses of demonstrably unique character.

Urban Transition

a) Intent

It is anticipated that the majority of the urban areas within the County will expand in the future. The Urban Transition designation is used for undeveloped land located within the established sphere of influence of a city or town. The purpose of the designation is to ensure that: (1) growth occurs in an orderly and logical manner, (2) land is utilized efficiently, (3) agricultural operations are not eliminated prematurely, (4) the County's planning efforts are complimentary to those of the various towns and cities, and (5) urban development occurs only where proper public services are available.

Urban development should be allowed to occur only upon annexation to: (1) an adjacent city, or (2) an adjacent special district which provides sanitary sewer and/or domestic water service. Cities are encouraged to plan for desired urban uses in the Urban Transition area. This will allow an individual to have knowledge of future zoning for a particular parcel should it be annexed to the city. Within Urban Transition areas on the fringe of unincorporated communities, Stanislaus County is responsible for providing plans for desired community growth. These community plans have been adopted by the Board of Supervisors to provide appropriate land use designations, both inside and outside boundaries of the various community services districts. The Urban Transition designation shall apply outside the actual district boundaries, but within the sphere of influence. When land is annexed to such a district, the adopted Community Plan land use designation becomes effective upon all County land use plans, documents and maps.

b) Zoning

Until Urban Transition lands within a sphere of influence are annexed, they should be zoned Exclusive Agriculture (A-2). Building Intensity and population density will be the same as under the Agricultural designation if it were placed on the same zoning district. In some instances PD (Planned Development) zoning may also be consistent with this designation.

Estate Residential

a) Intent

The intent of this designation is to satisfy the desires of those people who wish to live on a relatively small parcel in a rural setting and are willing to accept less than the full range of urban services. It should be applied only to land which is beyond the projected ultimate (or 20 year) service area of a city or special district which provides urban services and which is outside the adopted sphere of influence for a community.

Among the factors which shall be considered prior to designating estate residential areas are:

- * Existing and potential agricultural suitability: Availability of irrigation by district or well, crop history and adjacent crop management.
- * Land Use: Agricultural crop types, and the impacts thereon caused by possible intrusion of rural residential uses and non-agricultural uses.
- * Septic Tank Suitability: Health Department standards for minimum area requirements.
- * Parcel Size: Adjacent parcel size, shape of parcel and previous parcelization of the subject property.
- * Soil Type: Soil grade, storic rating and percentage of each soil type evident.
- * Public Road Access: Length of necessary accesses, condition of existing public roads and future plans for both public roads and private access

roads as determined by the Department of Public Works. Creation of rural residential areas without direct public road frontage for newly created parcels is discouraged unless appropriate special maintenance districts are formed.

- * Aesthetic Characteristics: Removal of natural vegetation, impairment of scenic views, introduction of uses or structures not in the same character as the surrounding area.
- * Anticipated Environmental Impact: Removal of habitat for any rare or endangered plant or animal, removal of riparian areas and impacts on natural resources.

b) Building Intensity

Zero to two dwelling units per three acres.

c) Population Density

Average of approximately one to two persons per acre.

d) Zoning

R-A (Rural Residential) and PD (Planned Development) zones for projects consistent with the established intensity are appropriate within this designation.

Low-Density Residential

a) Intent

The intent of this designation is to provide appropriate locations and adequate area for construction of single-family detached homes, in either conventional or clustered layouts. Single-family detached dwellings are the predominate housing type in areas so designated, and would remain so under this designation. Semi-detached dwellings and manufactured housing would be consistent with this designation.

b) Building Intensity

Within the sphere of influence of a city or a community services or sanitary district - zero to seven units per net acre.

Outside of any sphere of influence - zero to two units per net acre. Small second units, as permitted by State Law, may increase the building intensity to a limited degree within this designation.

c) Projected Population Density

Within a sphere of influence - zero to 25 persons per net acre.

Outside a sphere of influence - zero to six persons per net acre.

d) Zoning

R-A (Rural Residential), R-1 (Single-Family Residential), and PD (Planned Development) zones can be appropriate within this designation.

Medium Density Residential

a) Intent

The intent of this designation is to provide appropriate locations for single and multiple family units, primarily in semi-detached or clustered arrangements. Typical housing types would be single family detached manufactured housing, duplexes, triplexes and low-mass multi-family units (townhouses and garden apartments). All lands within this designation shall be within the boundaries of a community services district, sanitary district or similar public district which provides urban services.

b) Building Intensity

Zero to fourteen units per net acre.

c) Projected Population Density

Zero to 45 persons per net acre.

d) Zoning

R-2 (Duplex Residential) and PD (Planned Development) zones for projects consistent with the established intensity are appropriate within this designation. PD zoning which allows sewage generated on site to be metered into the disposal system during non-peak hours are encouraged in communities with limited system capacity.

Medium High Density Residential

a) The intent of this designation is to provide appropriate locations for medium high density housing types including duplexes, triplexes, fourplexes, and apartment buildings. This designation is designed to meet the housing needs of persons who do not desire detached single-family housing. All lands within this designation shall be within the boundaries of a community services district, sanitary district or similar public district which provides urban services.

b) Building Intensity

Zero to 25 units per net acre.

c) Projected Population Density

Zero to 85 persons per net acre.

d) Zoning

R-3 (Multiple-Family Residential) and PD (Planned Development) zones for projects consistent with the established intensity are appropriate within this designation. PD zoning which allows sewage generated on site to be metered into the disposal system during non-peak hours is encouraged in

communities with limited system capacity.

Industrial

a) Intent

The intent of this designation is to indicate acres best suited for various forms of light or heavy industrial uses, including, but not limited to, manufacturing and warehousing.

b) Building Intensity

No more than 75% of the property may be covered with buildings.

c) Zoning

The M (Industrial), LM (Limited Industrial), or PD zones shall be consistent with this designation.

Commercial

a) Intent

The intent of this designation is to indicate areas best suited for various forms of light or heavy commercial uses, including, but not limited to, retail, service and wholesaling operations. The County has one Commercial designation to correspond to the various commercial zoning districts. This designation is intended for lands which demonstrate a valid supportive relationship to other existing or projected urban development.

b) Building Intensity

The building intensity shall be determined by Zoning Ordinance development standards for setback, landscaping, height, parking and other requirements.

c) Population Density

In commercial zones which allow dwelling units, population density can range from zero to 85 persons per net acre.

d) Zoning

C-1, C-2, H-1 and PD zoning may be considered consistent with this designation.

Industrial Transition

a) Intent

This designation is intended for lands within spheres of influence which for the most part are not zoned or developed for industrial usage, but lie in the path of a valid expansion of a contiguous industrial area. Land falling within this designation may continue to be zoned and used for non-industrial purposes pending demand for such industrial expansion. Rezoning for industrial usage should not be approved for less than an entire block

or an area adjacent to an existing industrial zone and must be based on evidence of industrial development capability and a program for adequate relocation of any persons to be ultimately displaced.

b) Zoning

Property falling under this designation will retain its present zoning until such time as a change may be approved. When the County approves a zone change to M (Industrial) in such an area to an industrial zone, that area shall be shown as Industrial on all appropriate general plan maps. Zone changes to any zone other than M are discouraged.

c) Population Density and Building Intensity within Industrial Transition areas shall correspond to that of the General Plan designation which most closely matches the zoning of the property in question.

Historical

a) Intent

The Historical designation is intended for areas which are of local, regional, state or national historical significance. Historical areas should be protected by zoning controls emphasizing the need for new development (or rehabilitation) to be compatible with the historic nature of the area. When an unincorporated community plan has been adopted for a designated historic area, guidelines for development shall be followed as established within that plan. Development standards which are applicable elsewhere should be waived if such waiver is consistent with the intent of the Historical designation and does not endanger the public health, safety or welfare.

b) Zoning

This designation shall be considered to be consistent with the County H-S (Historical Site) zoning district. Due to the unique nature of this kind of designation population density and building intensity for any new projects must be reviewed on an individual basis. For residential uses, however, building intensity should normally be from one to seven units per net acre with a population density of two to 25 persons per net acre.

Planned Development

a) Intent

The Planned Development designation is intended for land which, because of demonstrably unique characteristics, may be suitable for a variety of uses without detrimental effects on other property.

Land within a Planned Development designation should be zoned for Exclusive Agriculture until development occurs through Planned Development zoning. A Planned Development zone is applied only through application and submission of specific development plans approved by the County.

If a Planned Development designation is within a city's planning area, annexation to that city upon demand should be a condition of any development

proposals which are approved.

- b) Population Density and Building Intensity would be determined by the County on an individual basis, depending upon the nature and location of the proposed planned development.
- c) Review of Application for Planned Development Approval

The Zoning Ordinance indicates that all applications for planned development should be consistent with the General Plan. The following are considered to be valid uses of the planned development process consistent with the intent of this element.

1. Applications for uses clearly falling within the use designation of this element, for which findings can be made as to the appropriateness of the location and the absence of detrimental effect to surrounding properties.
2. Applications for major expansion of legal nonconforming uses or combination uses, if it can be found at a public hearing that such an expansion:

Will not, under the circumstances of the particular case, be detrimental to the health, safety and general welfare of persons residing or working in the neighborhood of such use;

Will not be detrimental or injurious to property and improvements in the neighborhood or to the general welfare of the County; and

Is logically and reasonably related to the existing use and that the size, and/or intensity of the enlargement, expansion, restoration or change is not such that it would be more appropriately moved to a zoning district in which it is permitted.

3. Application for uses of unique character for which findings can be made as to the appropriateness of the location and the absence of detrimental effect to the surrounding area.
4. Applications for nonagricultural uses within areas designated for agricultural purposes, provided that it is demonstrated that the proposed uses are validly responsive to the needs of the agricultural areas and that approval will not result in detriment to adjacent properties or other continued agricultural usage.
5. Applications falling within an area designated by this element as a Planned Development area, subject to those resolutions within the appendix of this element that define special policy for planned development uses in the following area:

(a) *Upper McHenry Avenue, Resolution Nos. 74-1 and 81-06.*

(b) *East F Street, Highway 108/120, Oakdale, Resolution No. 77-4.*

(c) *Freeway Interchange and Frontage Roads adjacent to major highways and freeways, Resolution No. 77-5.*

Highway Commercial Planned Development

a) Intent

This designation is intended for land located at freeway interchanges where it is necessary to provide services to highway travelers. Such parcels must be immediately adjacent to the interchange. No property shall be designated Highway Commercial Planned Development and rezoned PD unless a finding is made that the change will not be detrimental to the agricultural value of either the subject property or surrounding property. The subject property must either be of diminished agricultural value, or the proposed PD must not adversely impact agricultural potential on site. Population density and building intensity will be determined on a case by case basis.

Uses within this designation shall be limited to the following as principle uses:

- Truck Stops
- Restaurants
- Motels
- Service Stations
- Overnight R.V. Camping
- Fruit Stands

The following uses may be permitted, but only when accessory to the uses listed above:

- Towing Service
- Minor Emergency Automobile Repair
- Convenience Market
- Wine Tasting

b) Zoning

Land within this designation shall be zoned for Exclusive Agriculture (A-2) until rezoned to Planned Development (PD).

Education, Public Buildings and Grounds, and Liquid Waste Disposal

State of California requirements for the Land Use Element state that the general plan should designate general distribution and location of land for various kinds of uses. Most of these, such as housing, industry and agriculture are covered by the nature of the various specific designations. There are, however, certain kinds of uses which are not so obvious. These uses are education, health care related institutions, public buildings and grounds, and solid and liquid waste disposal facilities. In addition, the land use element must identify areas which are subject to flooding. This group of issues is a difficult one to pin down to specific locations in an area with the physical size and diversity of Stanislaus County. In addition, the wide variety of physical facilities which could fall under some of the categories, specifically education and public buildings and grounds contribute to the problem of establishing locations for them.

Stanislaus County has chosen to meet the requirements regarding this general plan through the use permit process. Virtually all of the County zoning designations, including residential and agricultural zones, allow schools or public facilities to be established. The use permit process requires a public hearing to be conducted prior to approval. This method recognizes the diversity of kinds of area the plan covers, ranging from residential and commercial neighborhoods to farm and industrial lands. It also recognizes that such facilities could include uses such as schools, hospitals, office buildings, maintenance yards, airports, electrical substations, wells and others. The permit process allows specific review of the relationships between the proposed uses and those that currently, or which can in the future be expected to surround them. It also allows the County to review the project as it relates to the objectives of this plan. Sites identified on city general plans as being appropriate for schools, parks and other public facilities, when within Urban Transition shall be considered consistent with this plan.

In evaluating the consistency of a school or other public facilities, the County shall consider factors including, but not necessarily limited to, the following:

- Surrounding land uses (both existing and planned)
- Traffic Impact and Public Road Access
- Noise, Dust and Vibration
- Public Safety
- Soil Types
- Parcel Size
- Aesthetic Characteristics
- Environmental Impacts
- Impacts on Agriculture
- Consistency with city plans for areas designated Urban Transition

In the case of liquid waste facilities, which the Zoning Ordinance covers under "facilities for public utilities", virtually all are presently operated at rural locations or near the edge of the particular community they serve. While nearly all communities currently have facilities established, future growth or other new systems are possible. These would be subject to the use permit process, except in the case of cities which are exempt from County permit requirements. These facilities would be reviewed for all of the concerns listed above, plus such other obvious concerns as:

- Odor
- Affects on water quality, both surface and subsurface.

Solid Waste Disposal Facilities

Disposal of solid waste is a continuing area of concern. Continued growth within both the unincorporated area of Stanislaus County, as well as within the various cities, produces an even greater amount of solid waste. The County encourages recycling, and is exploring new alternative technology, such as waste to energy, but the need for landfills for solid waste disposal will remain for the foreseeable future.

The County Solid Waste Management Plan serves to identify future needs and provide for solutions. The plan is reviewed and updated every three years in response to changing needs. At this time there are three operating landfills. Two are County operated and one is private. All are located in areas zoned for agriculture. One is the County's Geer Road landfill, on Geer Road south of Yosemite Boulevard, east of Modesto. It services most of the eastern and central portions of the County, but is nearing its ultimate capacity. The other County facility is on Fink Road, west of Interstate 5. It is a small operation serving mainly the communities west of the San Joaquin River. The County has proposed expansion of the Fink Road facility as a replacement for Geer Road. Due, however, to various environmental concerns, the expansion is uncertain. A final decision may not be reached for some time.

The only private landfill in the County is operated by Rudy Bonzi. It is located on the south side of Hatch Road, west of Carpenter Road, southwest of Modesto. It was established, by use permit, in the mid-1960's. Continued operation, and possible expansion, will depend in a large part on the effects it has had on the local environment. Due to possible impacts of groundwater, this landfill was closed to the general public early in 1985.

It appears that Stanislaus County will be actively involved with solid waste disposal for quite some time to come. New landfill facilities will be provided. In choosing sites for these, careful consideration must be given to the full range of potential environmental impacts. In general terms, landfills should be in locations where the possibility of affecting other property is kept to a minimum. County zoning regulations permit landfills only in the A-2 (Exclusive Agriculture) and the M (Industrial) zones. In both zones, public hearings are required in order to approve the project, thereby assuring proper opportunities for complete review. Landfills should be located only in areas designated Agriculture or Industrial and where there are no preexisting land uses which would be adversely impacted by the facility.

Around the existing landfill sites, care will be taken by County decision-makers to ensure that no new uses which conflict with the landfills are permitted. While preexisting uses must be recognized, new residential developments, for example, should be strongly discouraged. This policy protects the landfill operator as well as surrounding properties. The A-2 zoning designation does allow residences, one on parcels of less than 15 acres in area, and two on parcels of fifteen acres or greater. However, with future landfills restricted to areas general planned for agriculture, the numbers of persons potentially affected will be minimized.

Garbage transfer stations must also be addressed in this section. They are becoming an important link in the solid waste disposal process. Unlike landfills, however, these can be constructed and operated with only minimal impacts on surrounding properties. They will be considered appropriate, therefore, in areas designated Industrial or Commercial on the land use element. Property in question

must have M, C-2 or P-D zoning. There is presently one transfer station operating in the unincorporated area of the County. This is the Modesto Disposal Company facility zoned PD, on the north side of Hatch Road, west of Carpenter Road, just across from the Bonzi Landfill.

It is highly likely that additional transfer stations will be proposed. Designation of specific sites for transfer stations will, in all likelihood, follow revisions to the County Solid Waste Management Plan.

Areas Subject to Flooding

There are a number of areas within Stanislaus County which are subject to periodic flooding. They are located along the watercourses. These include the County's three major rivers, the Stanislaus, the Tuolumne and the San Joaquin. Several creeks are subject to flooding as well: Salado, Del Puerto and Orestimba west of the San Joaquin River; Dry Creek and Little John Creek on the east side of the County. The Farmington Flood Control Basin located on Little John Creek in the northeasterly part of Stanislaus County floods periodically in order to protect lands downstream.

The County has recognized the need to plan to protect its residents as much as possible from flooding hazards. It has adopted a Flood Damage Protection Ordinance. It makes reference to the flood hazard areas which have been identified by the Federal Insurance Administration. The County has adopted that agency's Flood Insurance Rate Maps (FIRM) and has adopted specific regulations pertaining to building activities within those areas. These maps, which are available from the County Department of Public Works and Building Inspection, are very specific as to the area they cover.

Implementation

No land use plan can be effective unless steps are taken to implement the provisions of the plan. Stanislaus County has chosen to implement this plan through several means. They are:

a) Zoning

The County Zoning Ordinance is the chief tool used to implement the plan. Where the plan speaks in general terms, zoning regulations are site specific for every property. Together they determine the allowable uses, and set standards under which the uses are allowed. County staff continually reviews zoning regulations to ensure that they reflect changing needs and conditions within the County. Updates of these regulations occur often, as needed. Procedures are in place for members of the public to propose changes as well. All County zonings must remain consistent with this General Plan.

b) Environmental Review

The California Environmental Quality Act has added a vital ingredient to the planning process. It focuses attention on the complete spectrum of possible effects of land use actions. County CEQA Guidelines are updated as needed to ensure that they have the maximum possible value in protecting the environment of the County.

c) Referrals

The County has a long-standing policy of referring land use matters to any city or community services district within or adjacent to whose sphere of influence a project is located. Referrals are also made to Municipal Advisory Committees in those towns where they are functioning. This is done to obtain input in the decision making process from agencies which ultimately will have responsibilities for the project. This plan recognizes that the referral process may cause delays in normal County processing times due to conflicting meeting schedules of various public agencies. Reasonable delays are accepted in the interest of obtaining agency input.

d) Notification

Stanislaus County has adopted a policy for notification to landowners of land use related hearings which provides notice well beyond that required by state law. This serves to maximize the amount of citizen participation in the review process by informing landowners of all proposals which could affect their properties.

e) Updates

The General Plan may be amended up to four times annually. In addition to changes proposed by applicants, the County reviews the plan to keep it up to date with legal requirements and with the needs and desires of our changing community.

f) Community Plans

Stanislaus County has adopted a series of Community Plans for unincorporated

communities. There are specific plans which addresses future development of these urban areas. These plans are a part of this overall general plan, with each designed to meet the needs of the individual communities. As with the overall plan, the community plans are updated as conditions change.

APPENDIX

RESOLUTION NO. 74-1

RESOLUTION OF THE STANISLAUS COUNTY PLANNING COMMISSION ESTABLISHING DEVELOPMENT POLICIES WITH RESPECT TO THE REVIEW AND APPROVAL OF PLANNED DEVELOPMENT APPLICATIONS ON UPPER MCHENRY AVENUE.

WHEREAS, the proper regulation of development along McHenry has been the subject of concern to the City of Modesto and the County of Stanislaus for a long period of time, and

WHEREAS, the Stanislaus County Board of Supervisors, on the recommendation of the County Planning Commission, amended the Land Use Element of the Stanislaus County General Plan to designate the upper McHenry frontages for "Planned Development", and

WHEREAS, it is consistent with the "Planned Development" designation to establish development policies which will serve as guidelines for property owners and the County in the formulation and review of specific development proposals,

NOW, THEREFORE, BE IT RESOLVED that the following policies are hereby established by the Stanislaus County Planning Commission with respect to the development of the "Planned Development" designations on upper McHenry Avenue.

Pelandale Avenue should be designated as a major street (four-lanes 100 foot right-of-way). Precise plans should be adopted for its entire ultimate length from Highway 99 to Claus Road.

Precise plans should be adopted to provide for two collector streets to cross McHenry at one-quarter mile intervals between Pelandale Avenue and Kiernan Avenue.

No planned development application should be approved which would conflict with the precise plans referred to in (a) and (b) above.

All planned development approvals shall provide for establishment of access driveways at intervals no closer than 200 feet where possible and an on-site accessways policy (customer-front; freight-rear) should be adopted at the earliest possible date and incorporated as an addendum to this resolution.

Shopping centers should be permitted only at the McHenry Avenue-Pelandale Avenue and McHenry Avenue-Kiernan Avenue intersections.

Planned development approval on properties which are not on the intersections noted above should be limited to uses with a demonstrated history of lower traffic generation.

The "Planned Development" designation which has been applied to upper McHenry Avenue should not be interpreted to allow non-residential uses to project easterly or westerly from the McHenry frontage to the extent that they could initially or potentially diminish the agricultural or residential usage of lands in the immediate area.

Planned development applications on upper McHenry Avenue should include provisions for the ultimate usage of entire contiguous ownerships. However, the application may provide for the phasing of development.

All non-residential planned development approvals shall include as an exhibit thereto, a signed agreement in a form satisfactory to the Modesto City Attorney and Stanislaus County Counsel guaranteeing that the property on which the Planned development is applicable will be annexed to the City of Modesto and/or connected to the Modesto public sewer system when such annexation or sewer connection is reasonable and demanded by the City of Modesto.

All residential planned development approvals shall include provisions for annexation to the City of Modesto prior to occupancy thereof.

All planned development applications should provide for consistency with City of Modesto and County of Stanislaus standards with respect to landscaping, off-street parking, sign control and street improvements.

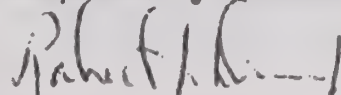
The Planning Commission should review all divisions of land within the planned development designation to insure that such divisions are consistent with the above policies.

The policy contained in this Resolution shall be subject to review on an annual basis.

Thereby certify that the above Resolution was adopted on motion of Commission Stenzel, seconded by Commissioner Wharton, and passed on the following called vote at a regular meeting held on April 11, 1974.

AYES:	Commissioners:	Chairman Whitehead, Bessey, Stenzel, Zimmerman, Wharton and Vella
NOES:	Commissioners:	None
ABSENT:	Commissioners:	None

Respectfully submitted,



Robert L. Davis, Jr.
Secretary

RESOLUTION NO. 77-4

RESOLUTION OF THE STANISLAUS COUNTY PLANNING COMMISSION ESTABLISHING DEVELOPMENT POLICIES WITH RESPECT TO THE REVIEW AND APPROVAL OF PLANNED DEVELOPMENT APPLICATIONS ON EAST F STREET, OAKDALE.

WHEREAS, the proper regulation of development along East F Street has been the subject of concern to the County of Stanislaus for a long period of time, and

WHEREAS, the Stanislaus County Board of Supervisors, on the recommendation of the County Planning Commission, amended the Land Use Element of the Stanislaus County General Plan to designate the frontages of East F Street for "Planned Development", and

WHEREAS, it is consistent with the "Planned Development" designation to establish development policies which will serve as guidelines for property owners and the County in the formulation and review of specific development proposals.

NOW, THEREFORE, BE IT RESOLVED that the following policies are hereby established by the Stanislaus County Planning Commission with respect to the development of the "Planned Development" designations on East F Street.

No Planned development application should be approved which would conflict with the precise plans of the City of Oakdale or Stanislaus County in regard to road right-of-way.

All planned development approvals shall provide for establishment of access driveways at intervals no closer than 200 feet where possible and an on-site accessways policy (customer-front; freight-rear) should be adopted at the earliest possible date and incorporated as an addendum to this resolution.

Planned development approval on properties which are not on intersections should be limited to uses with a demonstrated history of lower traffic generations.

The "Planned Development" designation which has been applied to East F Street should not be interpreted to allow non-residential uses to project northerly and southerly from the East F Street Frontage to the extent that they could initially or potentially diminish the agricultural or residential usage of lands in the immediate area.

Planned development application on East F Street should include provisions for the ultimate usage of entire contiguous ownerships. However, the application may provide for the phasing of development.

All non-residential planned development approvals shall include as an exhibit thereto, a signed agreement in a form satisfactory to the Oakdale City Attorney and Stanislaus County Counsel guaranteeing that the property on which the planned development is applicable will be annexed to the City of Oakdale and/or connected to the Oakdale public sewer system when such annexation or sewer connection is reasonable and demanded by the City of Oakdale.

All residential planned development approvals shall include provisions for annexation to the City of Oakdale prior to occupancy thereof.

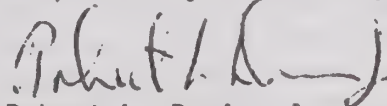
All planned development applications should provide for consistency with City of Oakdale and County of Stanislaus standards with respect to landscaping, off-street parking, sign control and street improvements.

The Planning Commission should review all divisions of land within the planned development designation to insure that such divisions are consistent with the above policies.

The policy contained in this Resolution shall be subject to review on an annual basis.

AYES: Commissioners: Chairman Stenzel, Anderson, Muratore,
Bessey, Gill, Willett and Sinclear
NOES: Commissioners: None
ABSENT: Commissioners: Marzan and Vella

Respectfully submitted,



Robert L. Davis, Jr.
Secretary

RESOLUTION NO. 77-5

RESOLUTION OF THE STANISLAUS COUNTY PLANNING COMMISSION ESTABLISHING DEVELOPMENT POLICIES WITH RESPECT TO THE REVIEW AND APPROVAL OF PLANNED DEVELOPMENT APPLICATIONS AT FREEWAY INTERCHANGES AND ADJACENT FRONTAGE ROADS.

WHEREAS, the proper regulation of development at freeway interchanges and adjacent frontage roads has been the subject of concern to the County of Stanislaus for a long period of time, and

WHEREAS, the Stanislaus County Board of Supervisors, on the recommendation of the County Planning Commission, amended the Land Use Element of the Stanislaus County General Plan to designate these interchanges and frontage road areas, for "Planned Development", and

WHEREAS, it is consistent with the "Planned Development" designation to establish development policies which will serve as guidelines for property owners and the County in the formulation and review of specific development proposals,

NOW, THEREFORE, BE IT RESOLVED that the following policies are hereby established by the Stanislaus County Planning Commission with respect to the development of the "Planned Development" designation on freeways interchanges and adjacent frontage roads.

Planned Development Applications for freeway and adjacent frontage roads should be for only those uses that service highway oriented traffic and would not be more properly located in any of the zoning districts existing in the County of Stanislaus or any of the cities within the County.

All Planned Development Applications for adjacent freeway frontage roads should include provisions for the ultimate usage of entire contiguous ownerships. However, the application may provide for the phasing of development.

All planned development approvals shall include as an exhibit thereto, a signed agreement in a form satisfactory to the appropriate City Attorney and Stanislaus County Counsel guaranteeing that the property on which the Planned development is applicable will be annexed to the appropriate City and/or connected to the public sewer system when such annexation or sewer connection is reasonable and demanded.

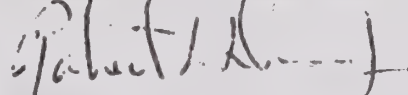
All planned development applications should provide for consistency with County of Stanislaus standards with respect to landscaping, off-street parking, sign control and street improvements.

The Planning Commission should review all divisions of land with the planned development designation to insure that such divisions are consistent with the above policies.

The policy contained in this Resolution shall be subject to review on an annual basis.

AYES: Commissioners: Chairman Stenzel, Anderson, Muratore,
Bessey, Gill, Willett and Sinclear
NOES: Commissioners: None
ABSENT: Commissioners: Marzan and Vella

Respectfully submitted,



Robert L. Davis, Jr.
Secretary

DATED : April 14, 1977

THE BOARD OF SUPERVISORS OF THE COUNTY OF STANISLAUS
STATE OF CALIFORNIA

Date: January 11, 1983

No. 83-74

On motion of Supervisor Starn, Seconded by Supervisor Simon,
and approved by the following vote,
Ayes: Supervisors: Starn, Blom, Simon, Cannella, and Chairman Terry
Noes: Supervisors: None
Excused or Absent: Supervisors: None
Abstaining: Supervisor: None 9:20 a.m.

THE FOLLOWING RESOLUTION WAS ADOPTED:

IN RE: ESTABLISHING THE PROCEDURE FOR REVIEW OF TENTATIVE SUBDIVISION
MAPS AND TENTATIVE PARCEL MAPS WHICH CREATE FIVE OR MORE
PARCELS IN CERTAIN AREAS OF STANISLAUS COUNTY

WHEREAS, it is the policy of the Board of Supervisors to strongly favor
the preservation and continued productivity of agricultural lands, this
Board, in response to the numerous subdivisions that were being created for
residential purposes on lands highly suited for intensive agricultural pro-
duction, which was disruptive to this policy, enacted a provision in the
Zoning Ordinance prohibiting the division of all A-2 (Exclusive Agriculture)
zoned lands into five (5) or more parcels; and

WHEREAS, the Board of Supervisors recognizes the fact that a large
portion of Stanislaus County consists of very large parcels which may be
able to be divided into five or more parcels without detriment to the
agricultural productivity of the County of Stanislaus; and

WHEREAS, the Board of Supervisors recognizes that the division of large
parcels may be desirable and necessary to bring agricultural lands into
more intensive cultivation; and

WHEREAS, the portions of Stanislaus County which contain these large
parcels are for the most part remote, lacking public services, and
Stanislaus County is not in a position to provide public services to
these areas; and

WHEREAS, careful consideration must be give to the layout and design
of any new parcels in these areas to protect the health, safety, and
general welfare of the residents of Stanislaus County, and to protect the
continued viability of agriculture in Stanislaus County,

NOW, THEREFORE, BE IT RESOLVED that the following procedures and
standards shall be followed by Stanislaus County in connection with the
consideration of tentative subdivision maps, and tentative parcel maps

ATTEST: LLOYD R. BROUILLARD, Clerk,
Stanislaus County Board of Supervisors,
State of California.

Nichelle Lillo

which create five or more parcels when such maps are allowed in the A-2 (Exclusive Agriculture) zoned district classification.

1. All new parcels must front on a County-maintained road or have access via a thirty (30) foot approved access. The access shall be constructed to a standard that is common to the area. In addition, roads both within and to the subdivision may be required to be surfaced to prevent dust which may be detrimental to agriculture in the vicinity.

2. The alignment of a proposed "approved access" easement shall be approved by the Department of Public Works, the local Fire District, and the Department of Fire Safety, prior to recording the parcel map;

3. "Approved access" easements shall be able to be used for their intended purpose;

4. In instances when the parcel being divided obtains its access via an approved access over other parcels: (a) the subdivider shall supply the County with proof of easement (right of access) when the tentative map is submitted and (b) the County shall notify all property owners of parcels which said easement passes over as per Section 20.12.110 (Tentative subdivision maps) or 20.16.060 (parcel maps) of the Stanislaus County Subdivision Ordinance.

5. Proposed parcel shapes shall be designed in such a manner as to take best advantage of and conform to natural topographic boundaries.

6. Proposed parcel sizes shall be of such an area as to support existing or proposed agricultural uses.

7. At the time the tentative parcel map or tentative subdivision map is submitted for consideration, it shall be demonstrated by the applicant that each parcel will have access to enough agricultural water to support the existing or proposed type of agricultural use or be included in an irrigation district.

THE BOARD OF SUPERVISORS OF THE COUNTY OF STANISLAUS
STATE OF CALIFORNIA

RECEIVED
OCT 23 1981

Date: October 20, 1981

No. 81-1769

STANISLAUS COUNTY
PLANNING COMMISSION

On motion of Supervisor Simon, Seconded by Supervisor Condit
and approved by the following vote,
Ayes: Supervisors: Terry, Starn, Simon, Condit, and Chairman Ulm
Noes: Supervisors: None
Excused or Absent: Supervisors: None
Abstaining: Supervisor: None

THE FOLLOWING RESOLUTION WAS ADOPTED:

IN RE: PUBLIC HEARING ON GENERAL PLAN
AMENDMENT NO. 81-06 - UPPER
MCHENRY AVENUE PLANNED DEVELOPMENT AREA

WHEREAS, this matter came on regularly for public hearing on General Plan Amendment No. 81-06, Upper McHenry Avenue Planned Development Area, to consider amending the land use element of the General Plan as it pertains to McHenry Avenue from the Modesto City limits and the Kiornan Avenue/Claribel Road intersection; and

WHEREAS, notice of hearing was published in the Modesto Bee, a newspaper of general circulation published in Stanislaus County on October 9, 1981, and was mailed to all property owners within 300 feet of the subject property on October 9, 1981, and this Board finds that legal notice has been given; and

WHEREAS, this Board heard all interested parties, both for and against any amendments to the land use element, and considered the reports of the Stanislaus County Planning Commission and the Director of Planning and Community Development; and

WHEREAS, this Board finds no reason to change the

ATTEST: LLOYD R. BROUILLARD, Clerk,
Stanislaus County Board of Supervisors,
State of California,

File No. M-17-7-15

general plan designation from Planned Development to Urban Transition; and

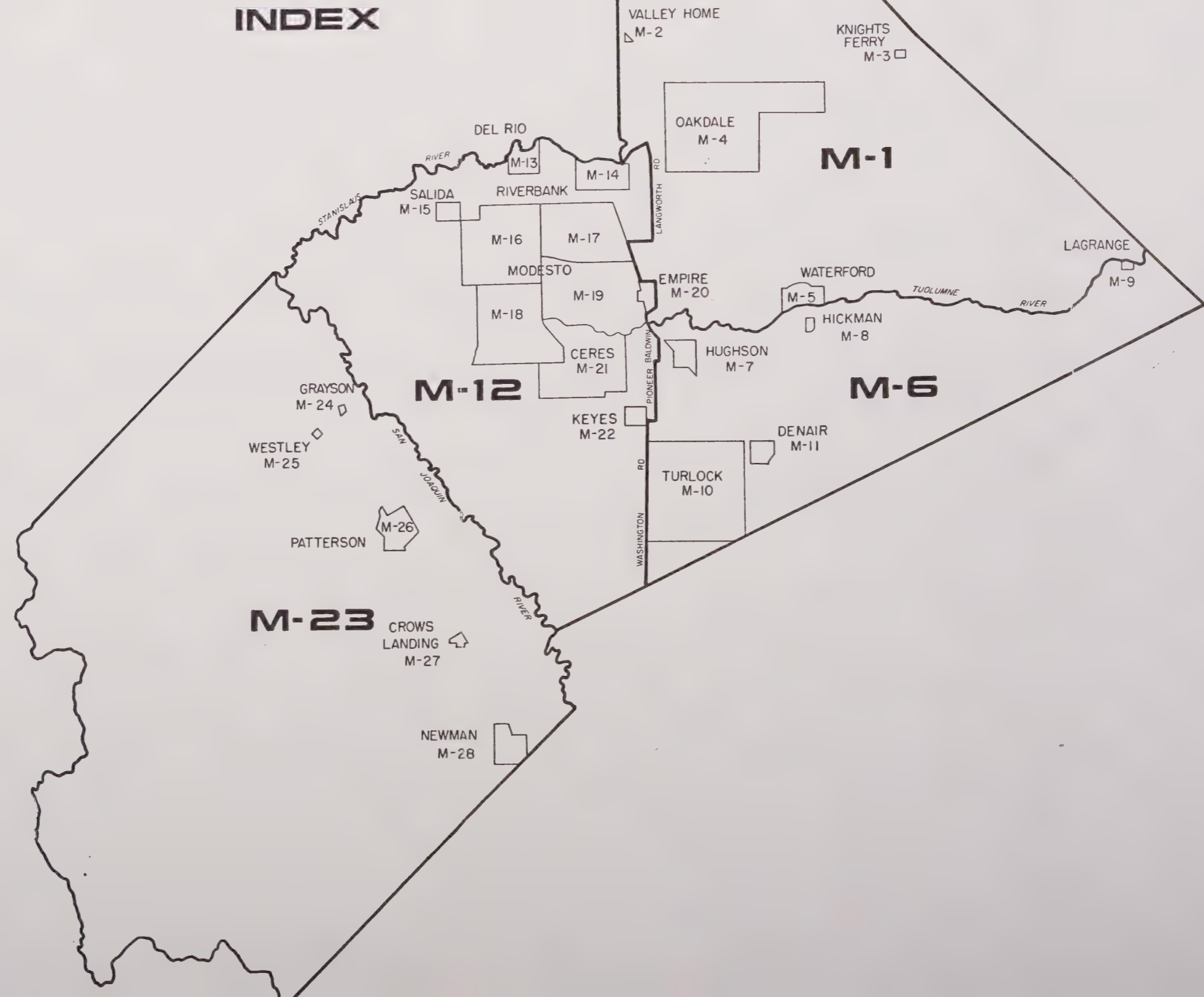
WHEREAS, the Stanislaus County Planning Commission has recommended that established depths be designated for planned development projects,

NOW, THEREFORE, BE IT RESOLVED and ordered that no change be made in general plan designations for the Upper McHenry Avenue Planned Development area.

BE IT FURTHER RESOLVED that the following depths be, and hereby are, established:

- A. From Modesto Irrigation District Lateral No. 6 north - 450 feet from the centerline of McHenry Avenue.
- B. From the Modesto City Limits north to Lateral No. 6 on the east side of McHenry - 488 feet from the centerline of McHenry.
- C. From the Modesto City Limits north to Lateral No. 6 on the west side of McHenry - the westerly property lines of the existing parcels.

MAP INDEX



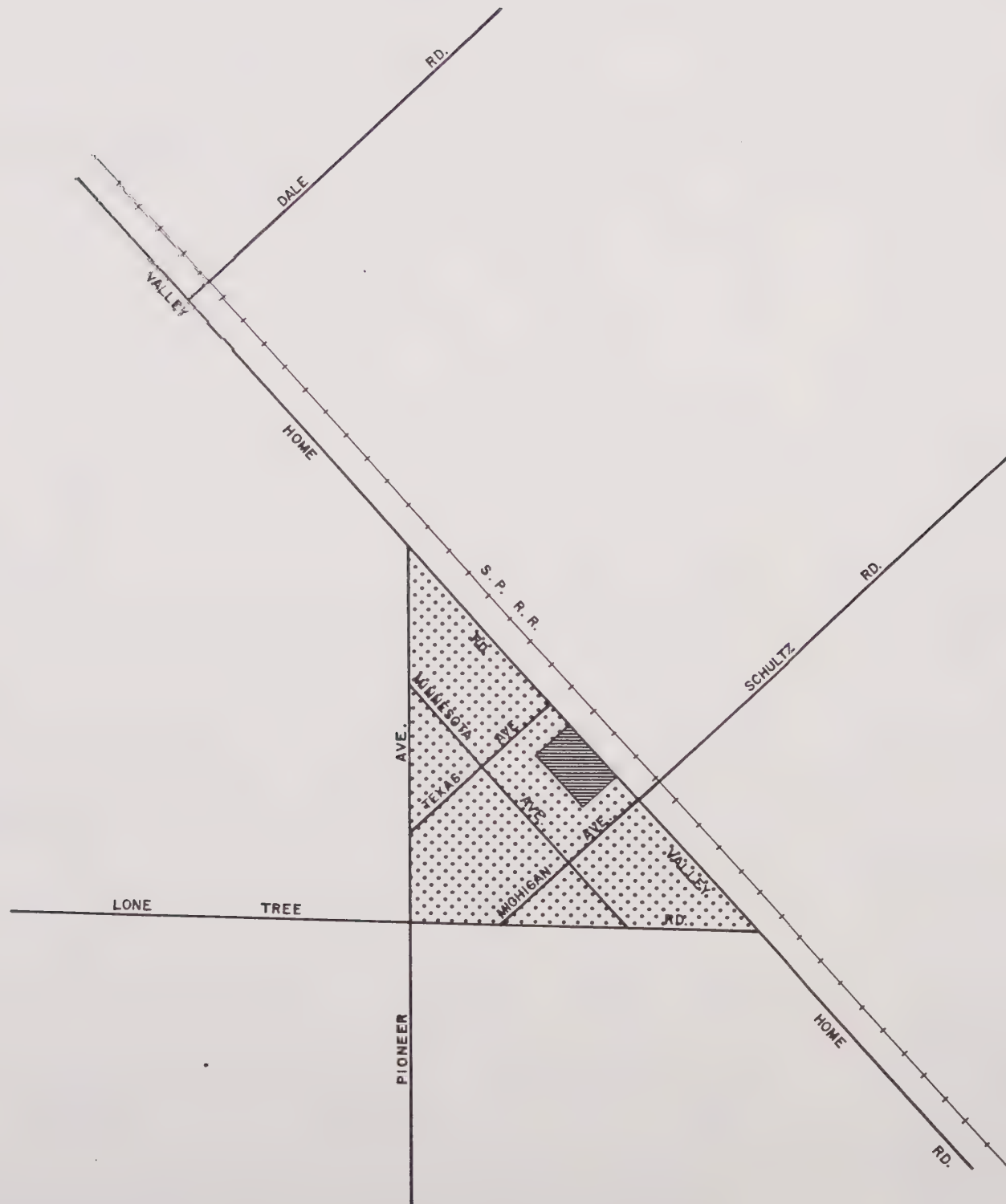
LAND USE ELEMENT



- AGRICULTURE
- ESTATE RESIDENTIAL
- RESIDENTIAL
 - LOW DENSITY
 - MEDIUM DENSITY
 - MEDIUM-HIGH DENSITY
- COMMERCIAL
- INDUSTRIAL
- INDUSTRIAL TRANSITION
- SEE INDEX
- PLANNED DEVELOPMENT
- HIGHWAY COMMERCIAL
- PLANNED DEVELOPMENT
- HISTORICAL
- CITY LIMITS
- LANDFILL

STANISLAUS COUNTY GENERAL PLAN





LAND USE ELEMENT

VALLEY HOME

AGRICULTURE	
ESTATE RESIDENTIAL	
RESIDENTIAL	
LOW DENSITY	
MEDIUM DENSITY	
MEDIUM-HIGH DENSITY	
COMMERCIAL	
INDUSTRIAL	
INDUSTRIAL TRANSITION	
URBAN TRANSITION	
PLANNED DEVELOPMENT	
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PLANNED DEVELOPMENT	
HISTORICAL	
CITY LIMITS	
LANDFILL	

STANISLAUS COUNTY
GENERAL PLAN















M2





LAND USE ELEMENT

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MEDIUM DENSITY	
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INDUSTRIAL	
INDUSTRIAL TRANSITION	
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HIGHWAY COMMERCIAL PLANNED DEVELOPMENT	
HISTORICAL	
CITY LIMITS	
LANDFILL	

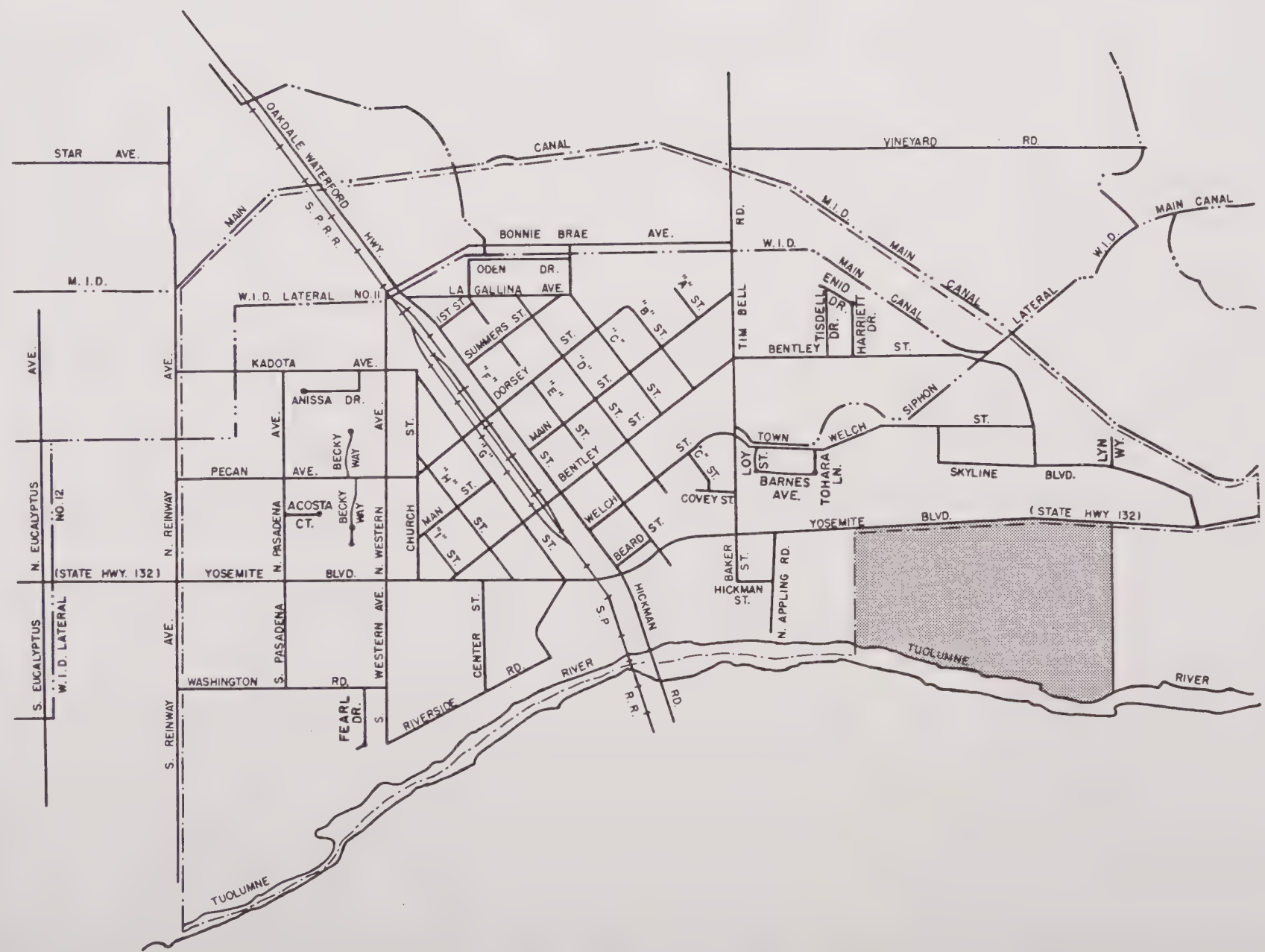
STANISLAUS COUNTY
GENERAL PLAN

M3



LAND USE ELEMENT

WATERFORD



- AGRICULTURE
- ESTATE RESIDENTIAL
- RESIDENTIAL
 - LOW DENSITY
 - MEDIUM DENSITY
 - MEDIUM-HIGH DENSITY
- COMMERCIAL
- INDUSTRIAL
- INDUSTRIAL TRANSITION
- URBAN TRANSITION
- PLANNED DEVELOPMENT
- HIGHWAY COMMERCIAL
- PLANNED DEVELOPMENT
- HISTORICAL
- CITY LIMITS
- LANDFILL

STANISLAUS COUNTY
GENERAL PLAN



LAND USE ELEMENT

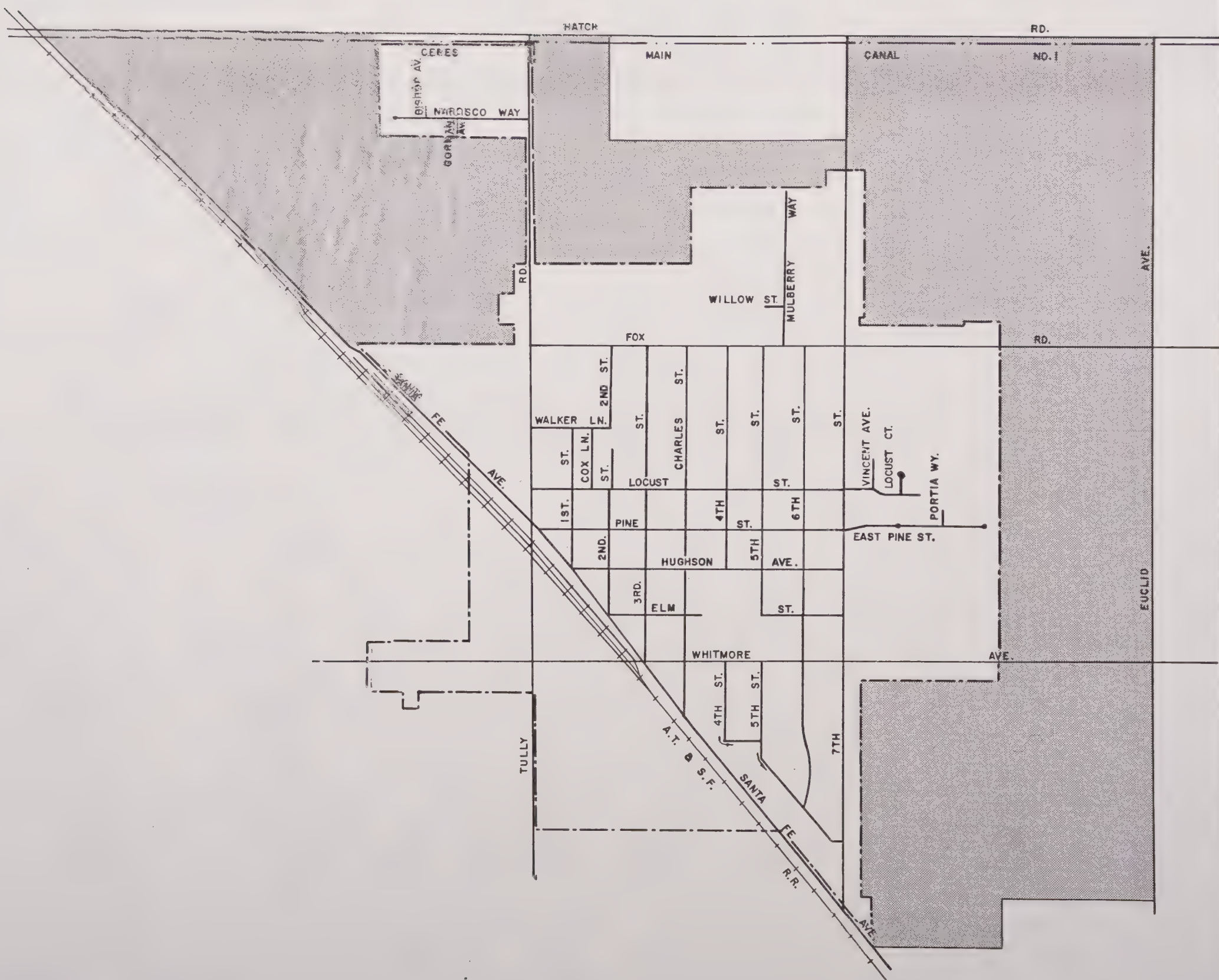


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- RESIDENTIAL
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 - MEDIUM DENSITY
 - MEDIUM-HIGH DENSITY
- COMMERCIAL
- INDUSTRIAL
- INDUSTRIAL TRANSITION
- SEE INDEX
- PLANNED DEVELOPMENT
- HIGHWAY COMMERCIAL
- PLANNED DEVELOPMENT
- HISTORICAL
- CITY LIMITS
- LANDFILL

STANISLAUS COUNTY
GENERAL PLAN
















M6





LAND USE ELEMENT

HUGHSON

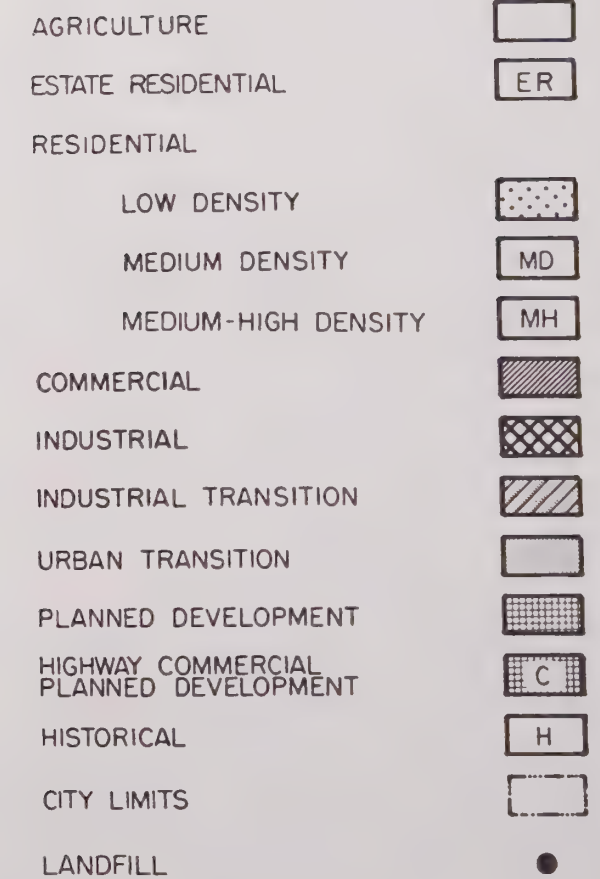
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 - MEDIUM DENSITY 
 - MEDIUM-HIGH DENSITY 
- COMMERCIAL 
- INDUSTRIAL 
- INDUSTRIAL TRANSITION 
- URBAN TRANSITION 
- PLANNED DEVELOPMENT 
- HIGHWAY COMMERCIAL 
- PLANNED DEVELOPMENT 
- HISTORICAL 
- CITY LIMITS 
- LANDFILL 

STANISLAUS COUNTY
GENERAL PLAN

M 7



HICKMAN



M 8



LAND USE ELEMENT

LA GRANGE



AGRICULTURE	
ESTATE RESIDENTIAL	
RESIDENTIAL	
LOW DENSITY	
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COMMERCIAL	
INDUSTRIAL	
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PLANNED DEVELOPMENT	
HIGHWAY COMMERCIAL	
PLANNED DEVELOPMENT	
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CITY LIMITS	
LANDFILL	

STANISLAUS COUNTY
GENERAL PLAN

M 9



SEE NORTH 1/2 TAYLOR RD. ENLARGEMENT

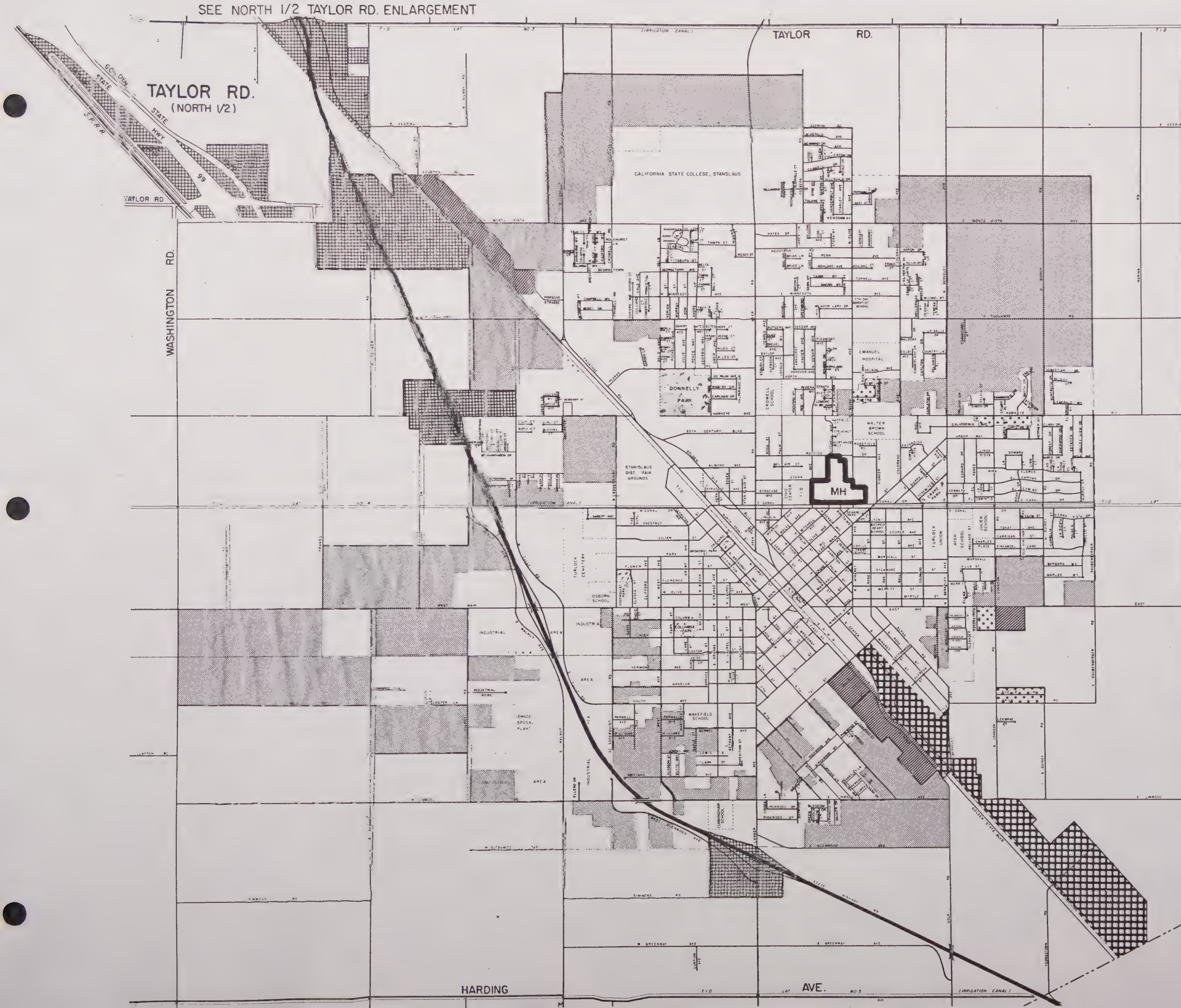
LAND USE ELEMENT

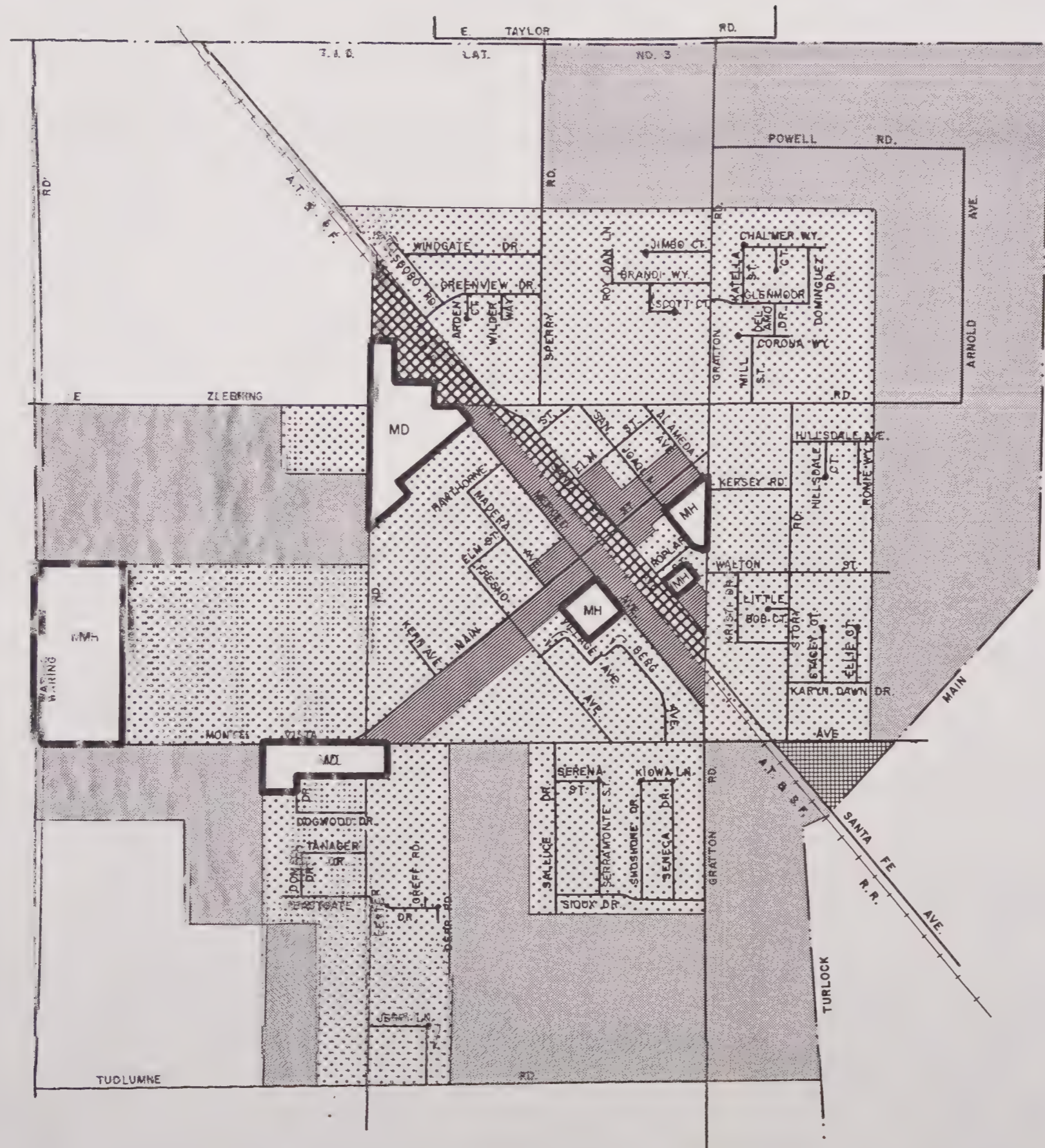
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 - MEDIUM-HIGH DENSITY
- COMMERCIAL
- INDUSTRIAL
- INDUSTRIAL TRANSITION
- URBAN TRANSITION
- PLANNED DEVELOPMENT
- HIGHWAY COMMERCIAL
- PLANNED DEVELOPMENT
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- CITY LIMITS
- LANDFILL

STANISLAUS COUNTY
GENERAL PLAN

M 10





LAND USE ELEMENT

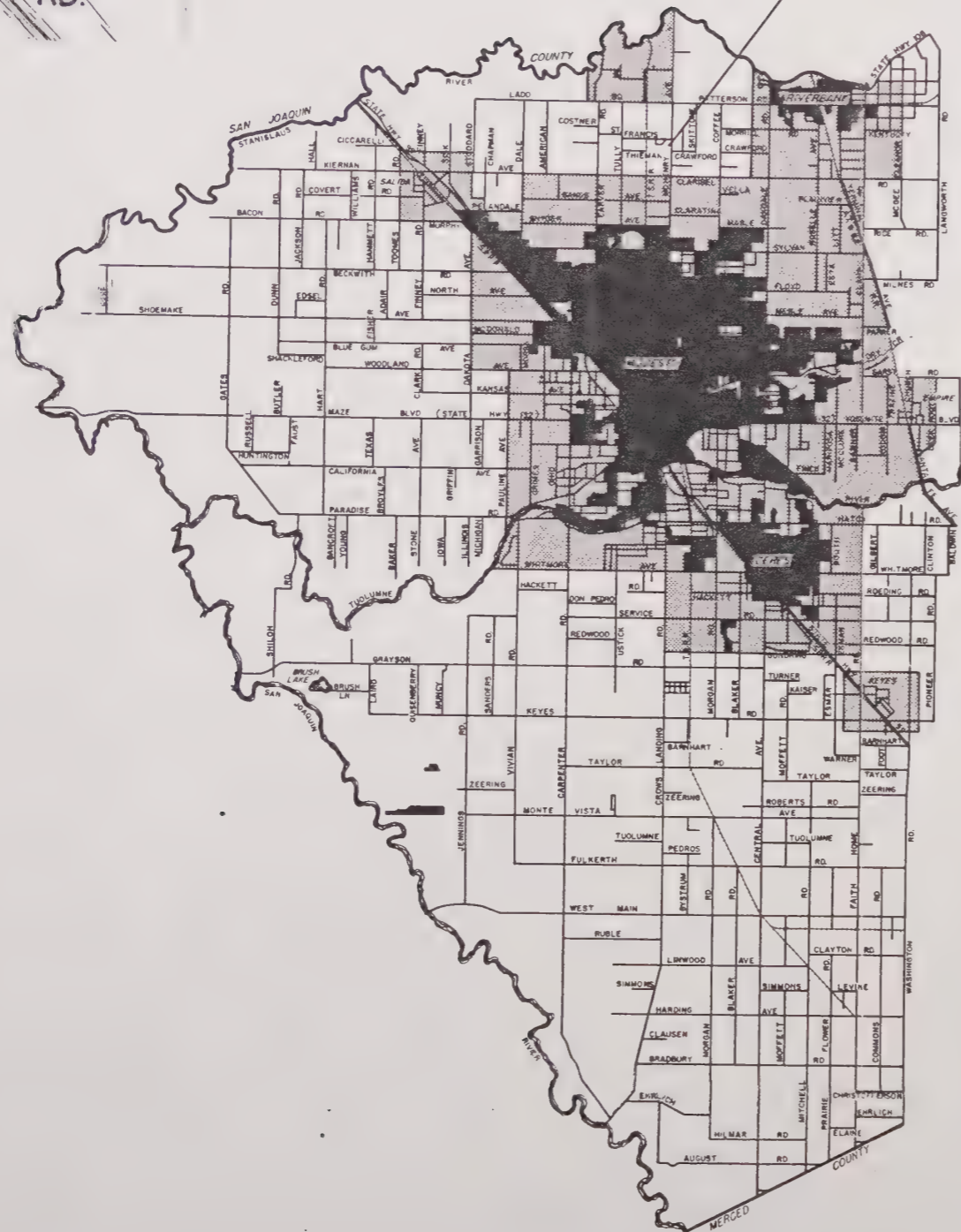
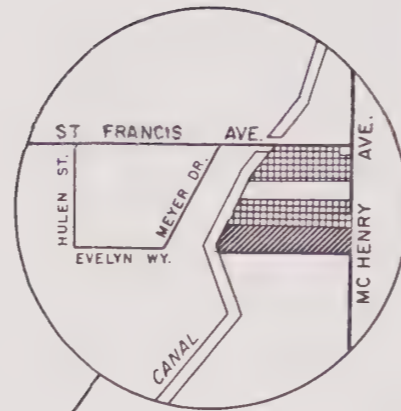
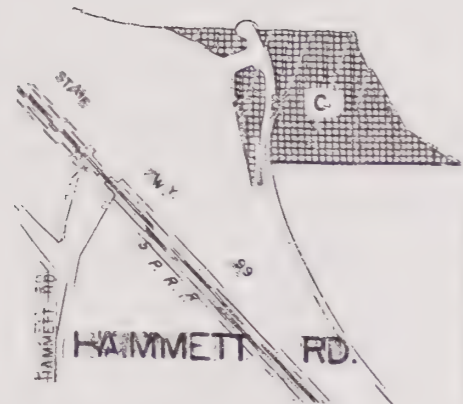
DENAIR

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MEDIUM-HIGH DENSITY	
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INDUSTRIAL TRANSITION	
URBAN TRANSITION	
PLANNED DEVELOPMENT	
HIGHWAY COMMERCIAL	
PLANNED DEVELOPMENT	
HISTORICAL	
CITY LIMITS	
LANDFILL	

STANISLAUS COUNTY
GENERAL PLAN

M 11





LAND USE ELEMENT

AGRICULTURE	
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RESIDENTIAL	
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MEDIUM-HIGH DENSITY	
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INDUSTRIAL	
INDUSTRIAL TRANSITION	
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PLANNED DEVELOPMENT	
HIGHWAY COMMERCIAL PLANNED DEVELOPMENT	
HISTORICAL	
CITY LIMITS	
LANDFILL	

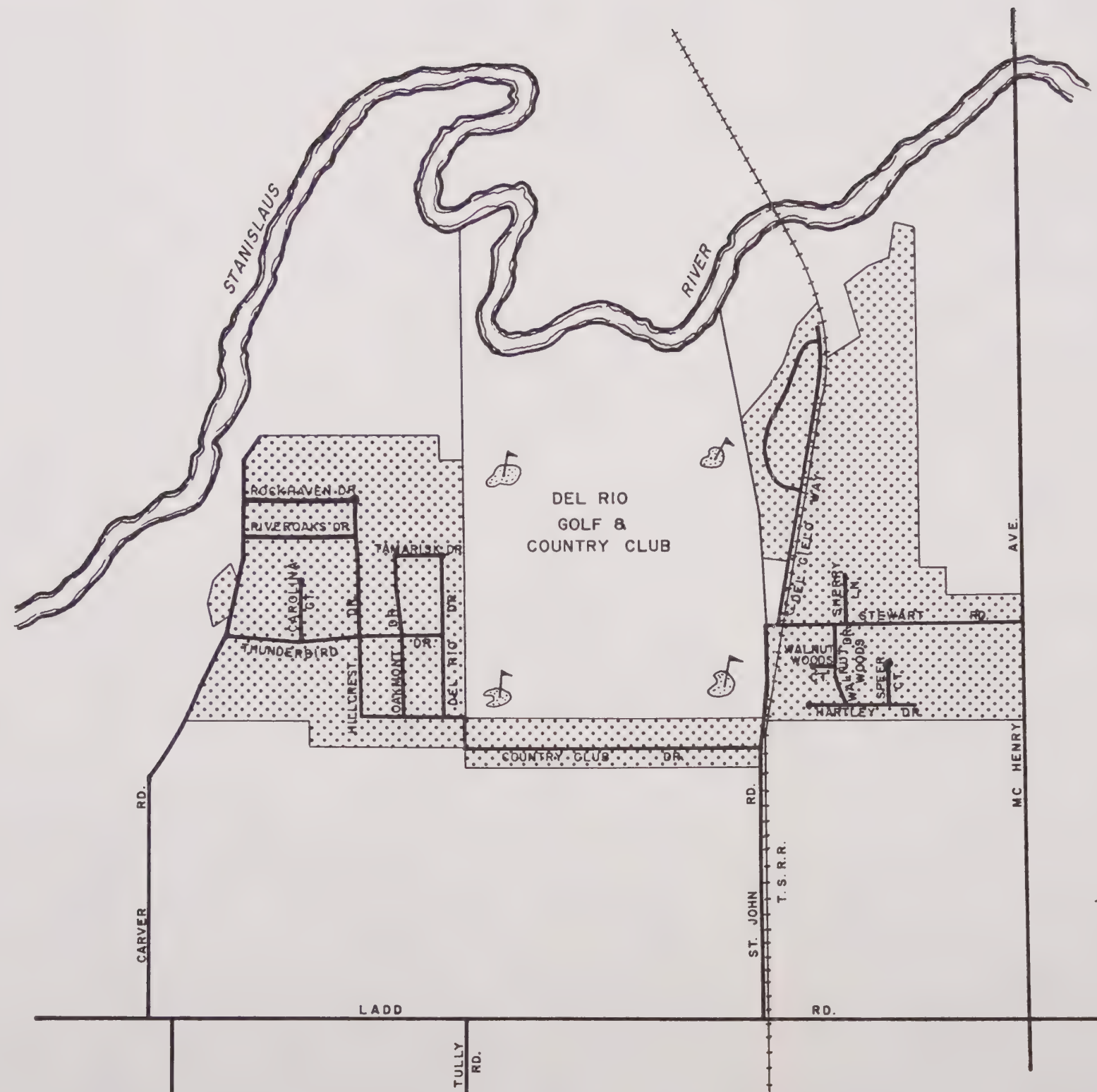
STANISLAUS COUNTY GENERAL PLAN

M12



LAND USE ELEMENT

DEL RIO



AGRICULTURE

ESTATE RESIDENTIAL

RESIDENTIAL

LOW DENSITY

MEDIUM DENSITY

MEDIUM-HIGH DENSITY

COMMERCIAL

INDUSTRIAL

INDUSTRIAL TRANSITION

URBAN TRANSITION

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PLANNED DEVELOPMENT

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CITY LIMITS

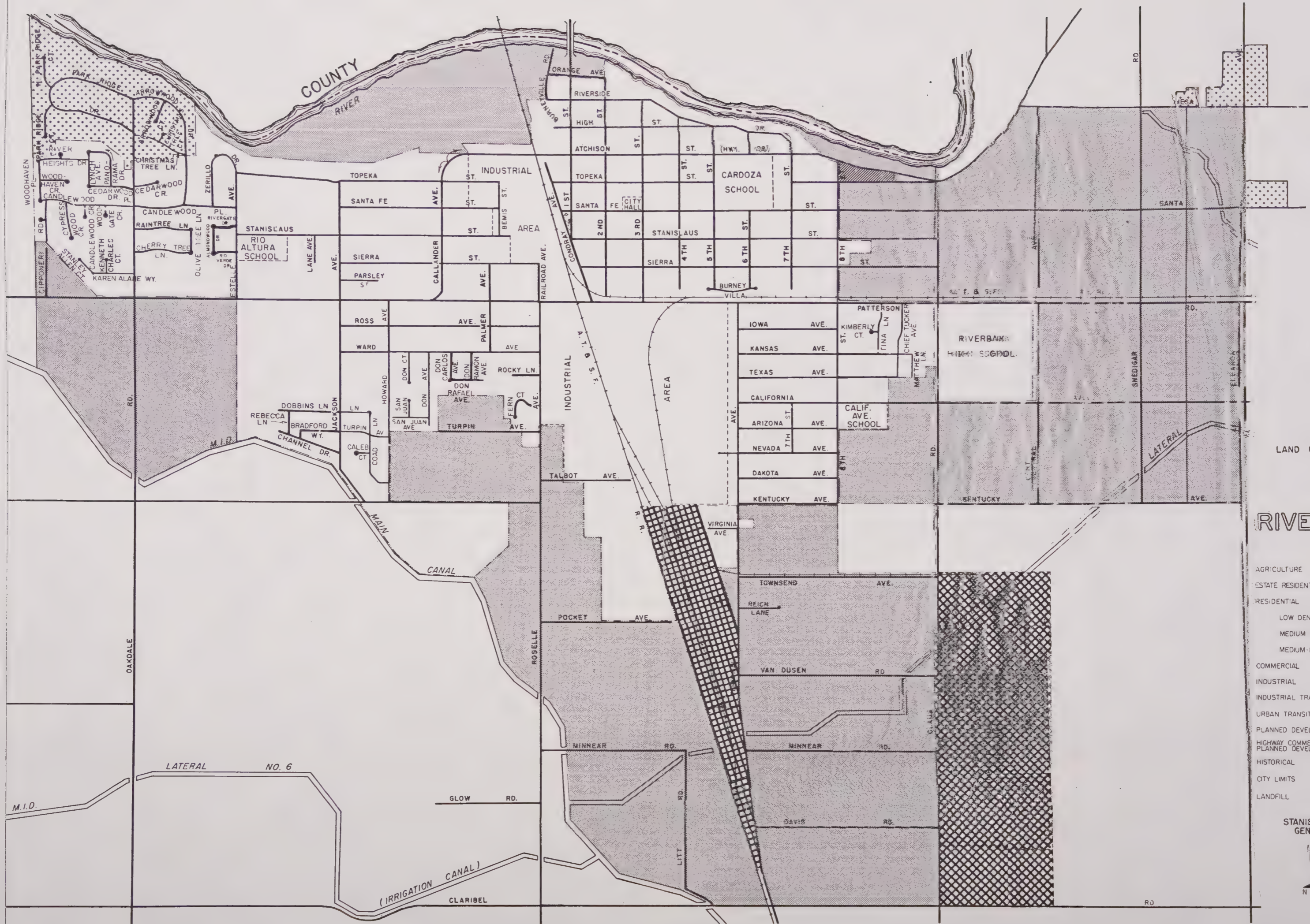
LANDFILL



STANISLAUS COUNTY
GENERAL PLAN

M13





LAND USE ELEMENT

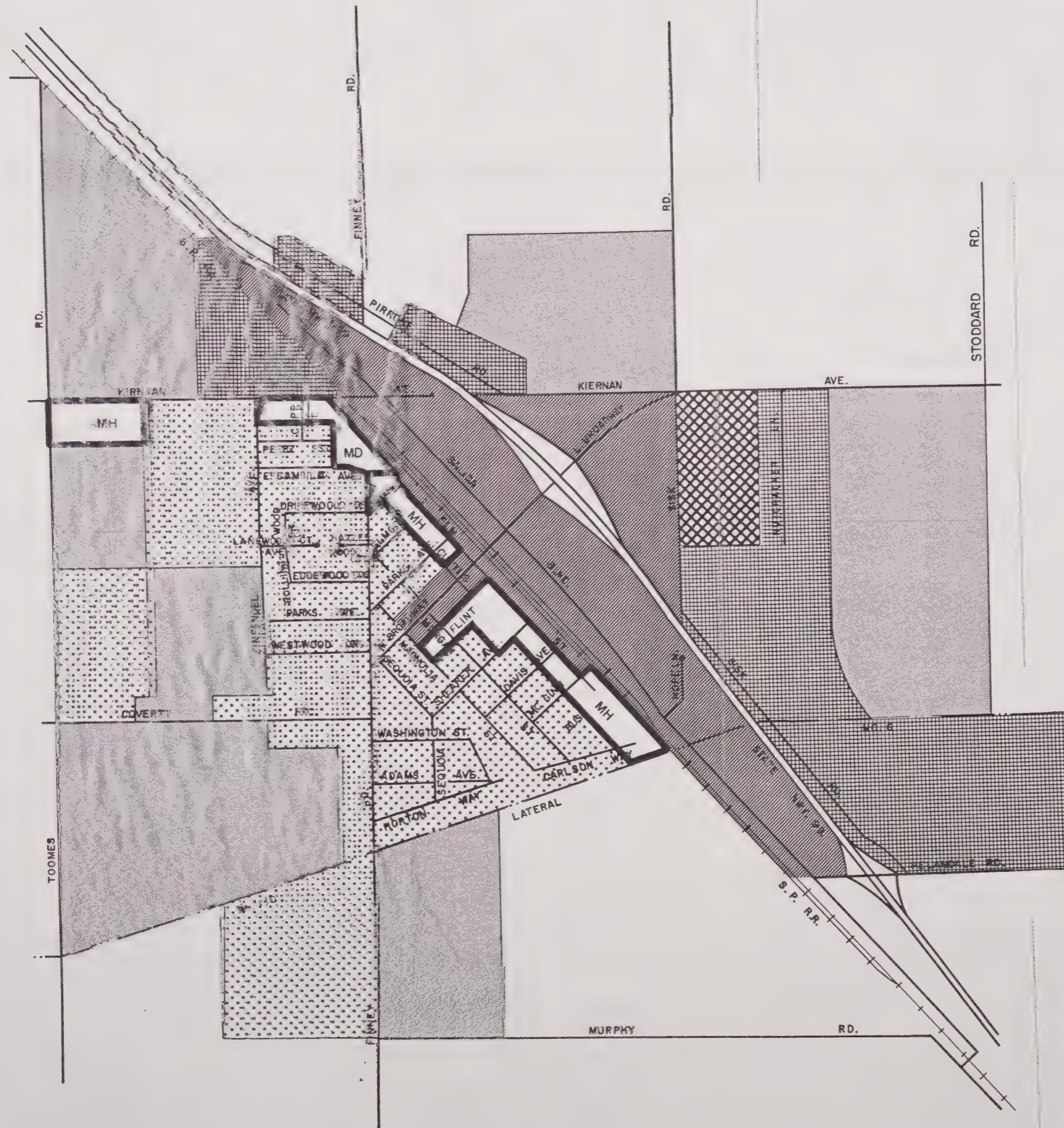
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- RESIDENTIAL
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- COMMERCIAL
- INDUSTRIAL
- INDUSTRIAL TRANSITION
- URBAN TRANSITION
- PLANNED DEVELOPMENT
- HIGHWAY COMMERCIAL
- PLANNED DEVELOPMENT
- HISTORICAL
- CITY LIMITS
- LANDFILL

STANISLAUS COUNTY
GENERAL PLAN

M14





LAND USE ELEMENT

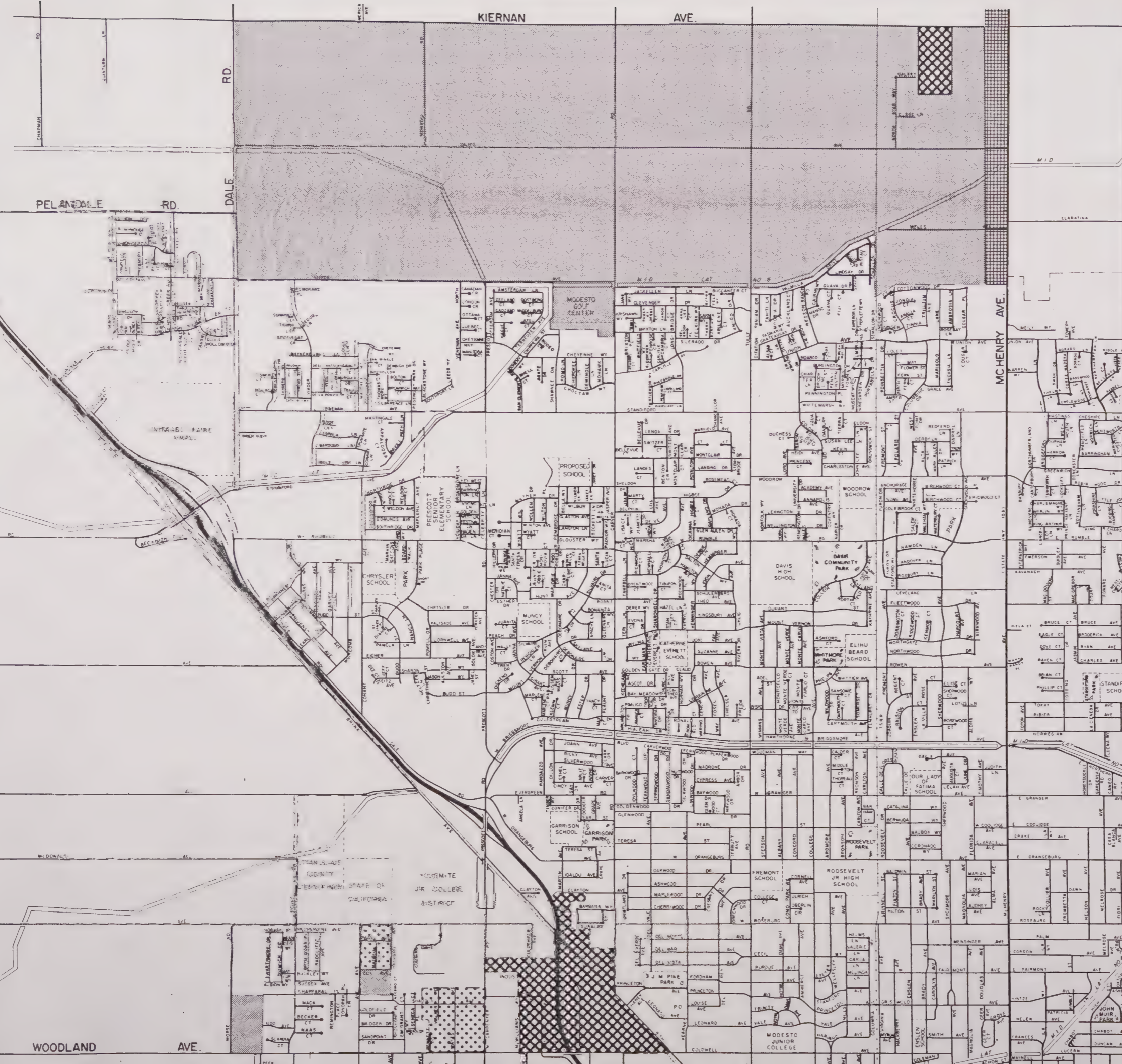
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LANDFILL	

STANISLAUS COUNTY
GENERAL PLAN
















M15





LAND USE ELEMENT

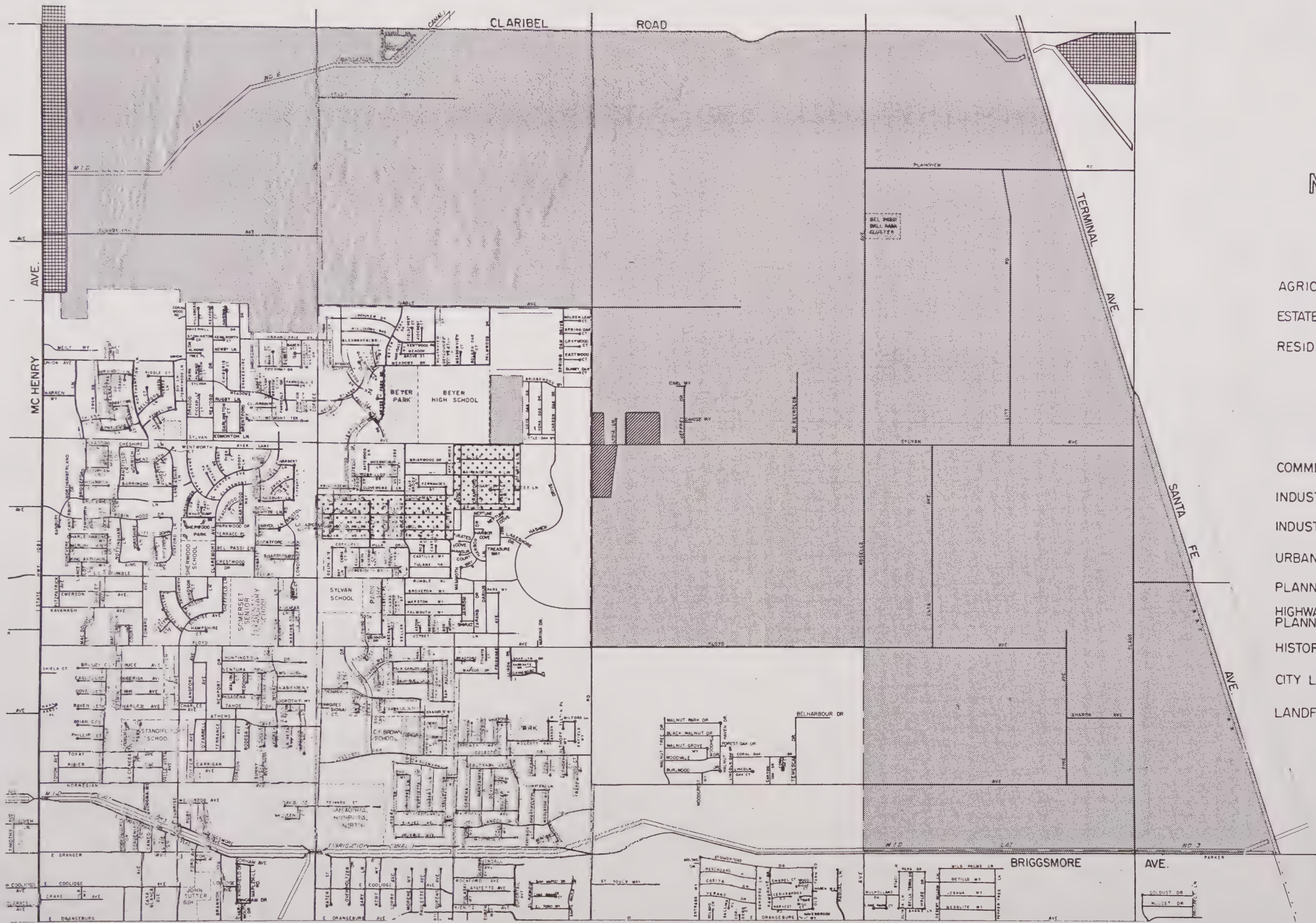
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 - MEDIUM DENSITY 
 - MEDIUM-HIGH DENSITY 
- COMMERCIAL 
- INDUSTRIAL 
- INDUSTRIAL TRANSITION 
- URBAN TRANSITION 
- PLANNED DEVELOPMENT 
- HIGHWAY COMMERCIAL 
- PLANNED DEVELOPMENT 
- HISTORICAL 
- CITY LIMITS 
- LANDFILL 

STANISLAUS COUNTY
GENERAL PLAN

M16





LAND USE ELEMENT

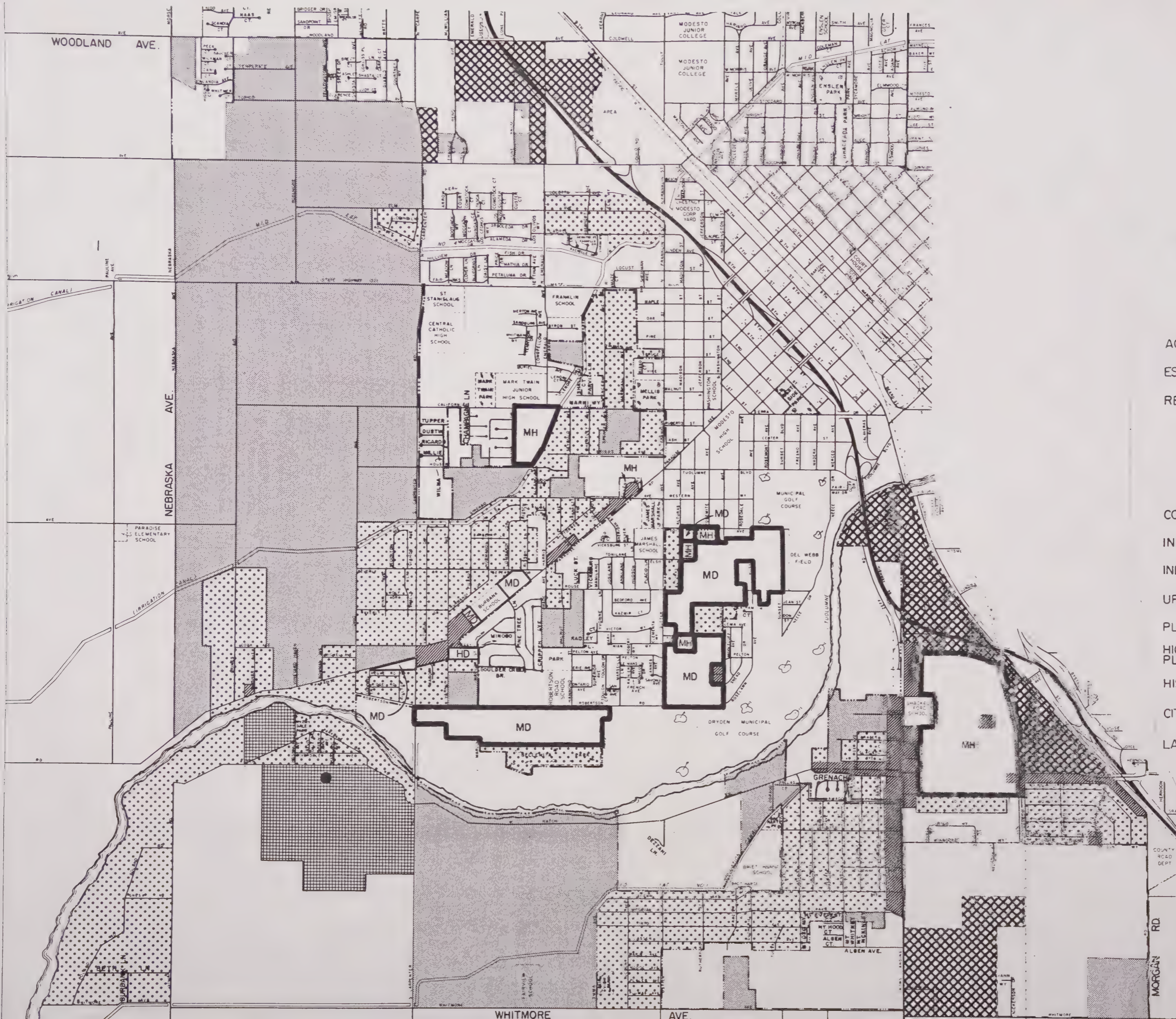
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- INDUSTRIAL
- INDUSTRIAL TRANSITION
- URBAN TRANSITION
- PLANNED DEVELOPMENT
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- PLANNED DEVELOPMENT
- HISTORICAL
- CITY LIMITS
- LANDFILL

STANISLAUS COUNTY
GENERAL PLAN







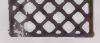
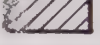


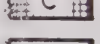
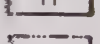
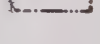


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LAND USE ELEMENT

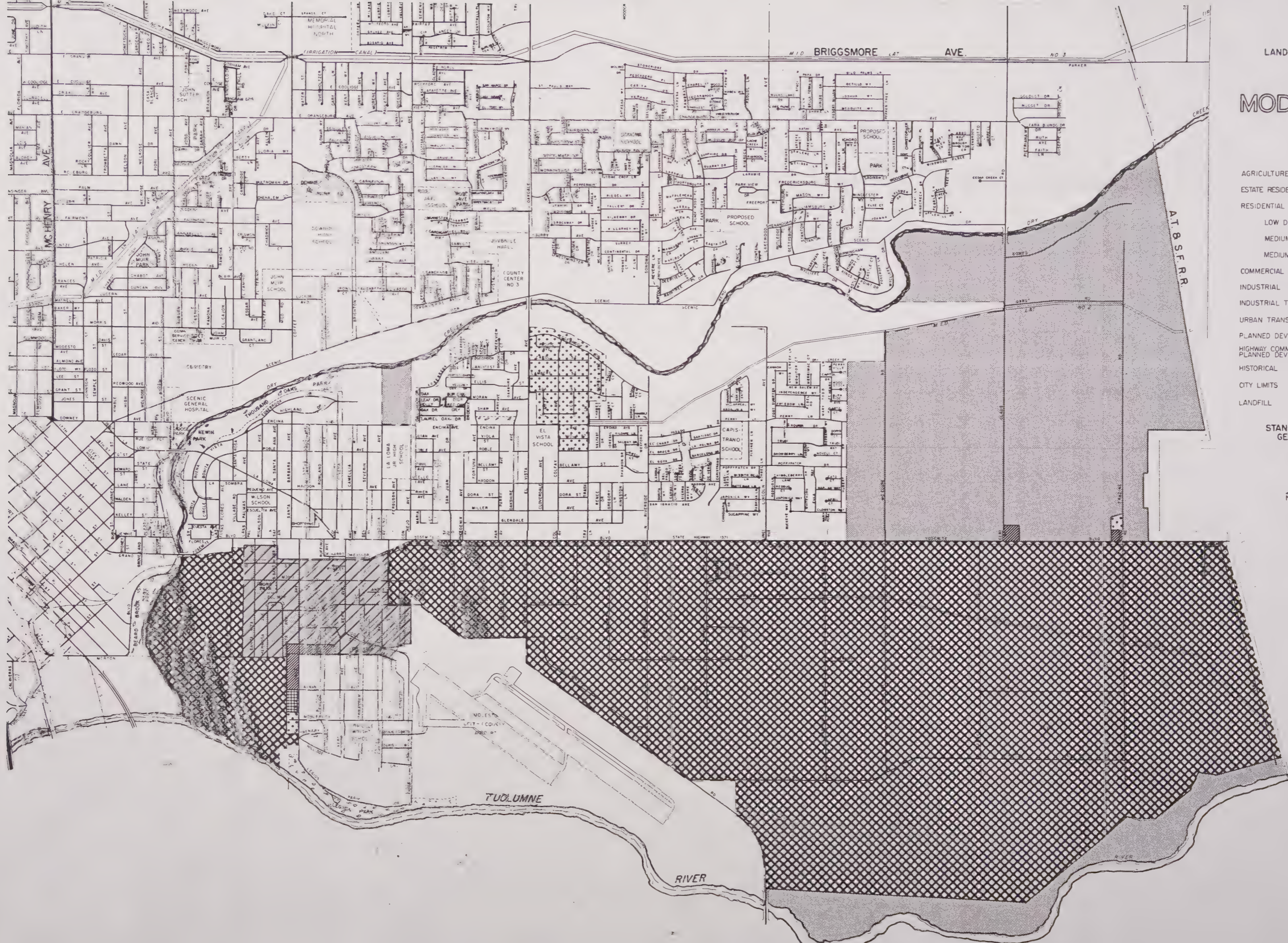
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 - MEDIUM-HIGH DENSITY 
- COMMERCIAL 
- INDUSTRIAL 
- INDUSTRIAL TRANSITION 
- URBAN TRANSITION 
- PLANNED DEVELOPMENT 
- HIGHWAY COMMERCIAL 
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- HISTORICAL 
- CITY LIMITS 
- LANDFILL 

STANISLAUS COUNTY
GENERAL PLAN

M18





LAND USE ELEMENT

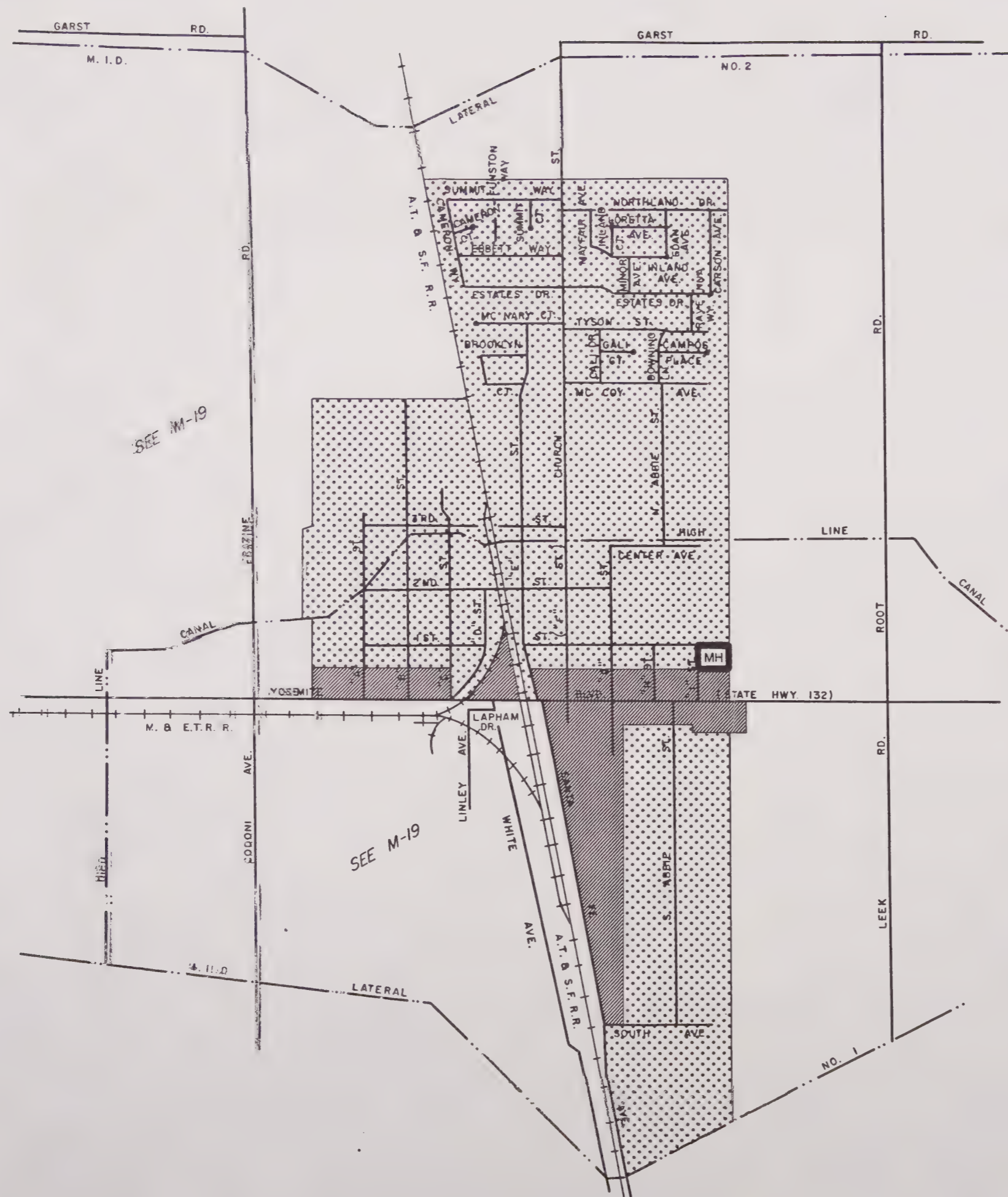
MODESTO-SE

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- INDUSTRIAL TRANSITION
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- PLANNED DEVELOPMENT
- HIGHWAY COMMERCIAL
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- CITY LIMITS
- LANDFILL

STANISLAUS COUNTY
GENERAL PLAN

M19





LAND USE ELEMENT

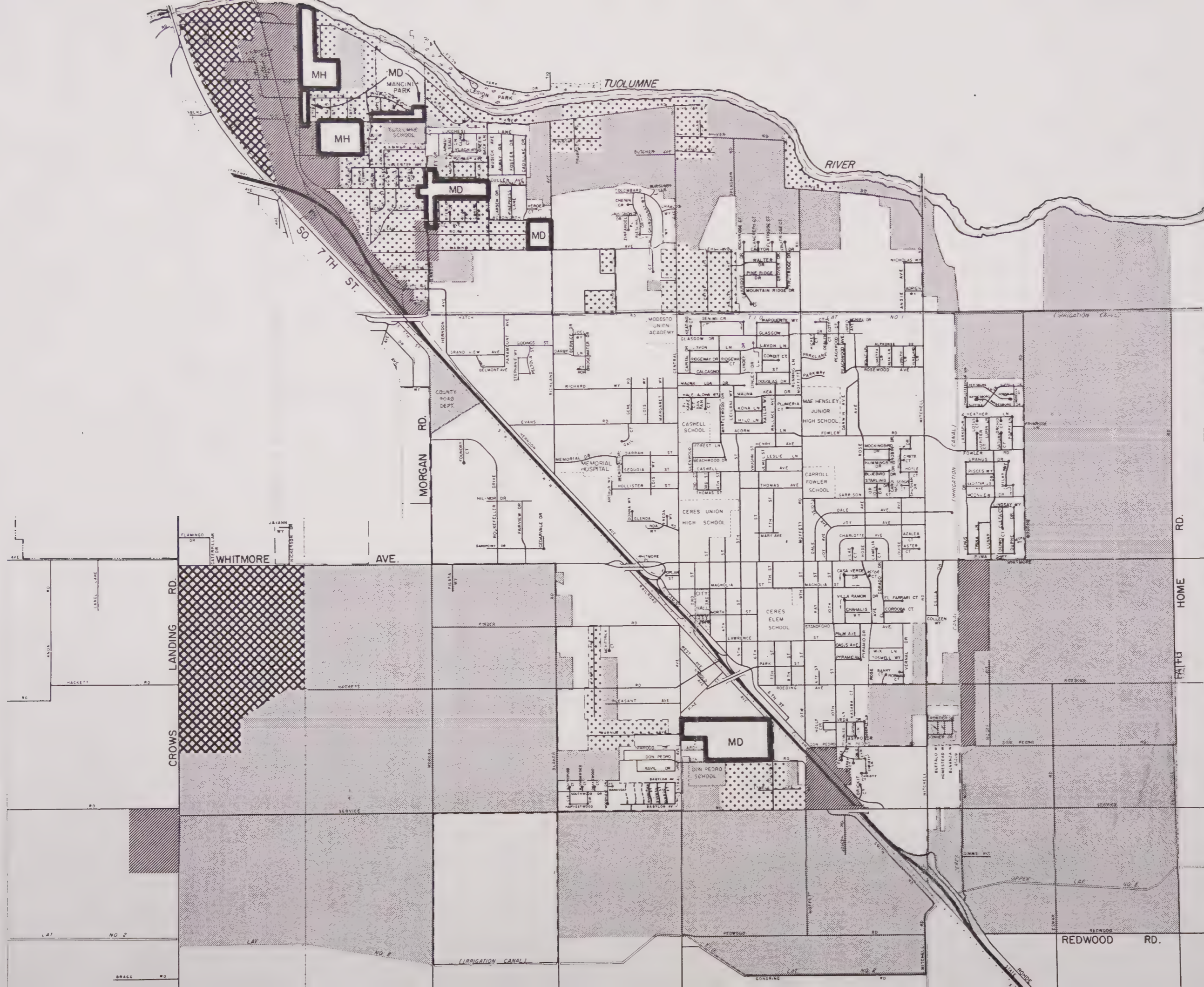
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STANISLAUS COUNTY
GENERAL PLAN

M20





LAND USE ELEMENT

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- MEDIUM-HIGH DENSITY
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- URBAN TRANSITION
- PLANNED DEVELOPMENT
- HIGHWAY COMMERCIAL
- PLANNED DEVELOPMENT
- HISTORICAL
- CITY LIMITS
- LANDFILL

STANISLAUS COUNTY
GENERAL PLAN

M21



LAND USE ELEMENT

KEYES

AGRICULTURE

ESTATE RESIDENTIAL

RESIDENTIAL

LOW DENSITY

MEDIUM DENSITY

MEDIUM-HIGH DENSITY

COMMERCIAL

INDUSTRIAL

INDUSTRIAL TRANSITION

URBAN TRANSITION

PLANNED DEVELOPMENT

HIGHWAY COMMERCIAL
PLANNED DEVELOPMENT

HISTORICAL

CITY LIMITS

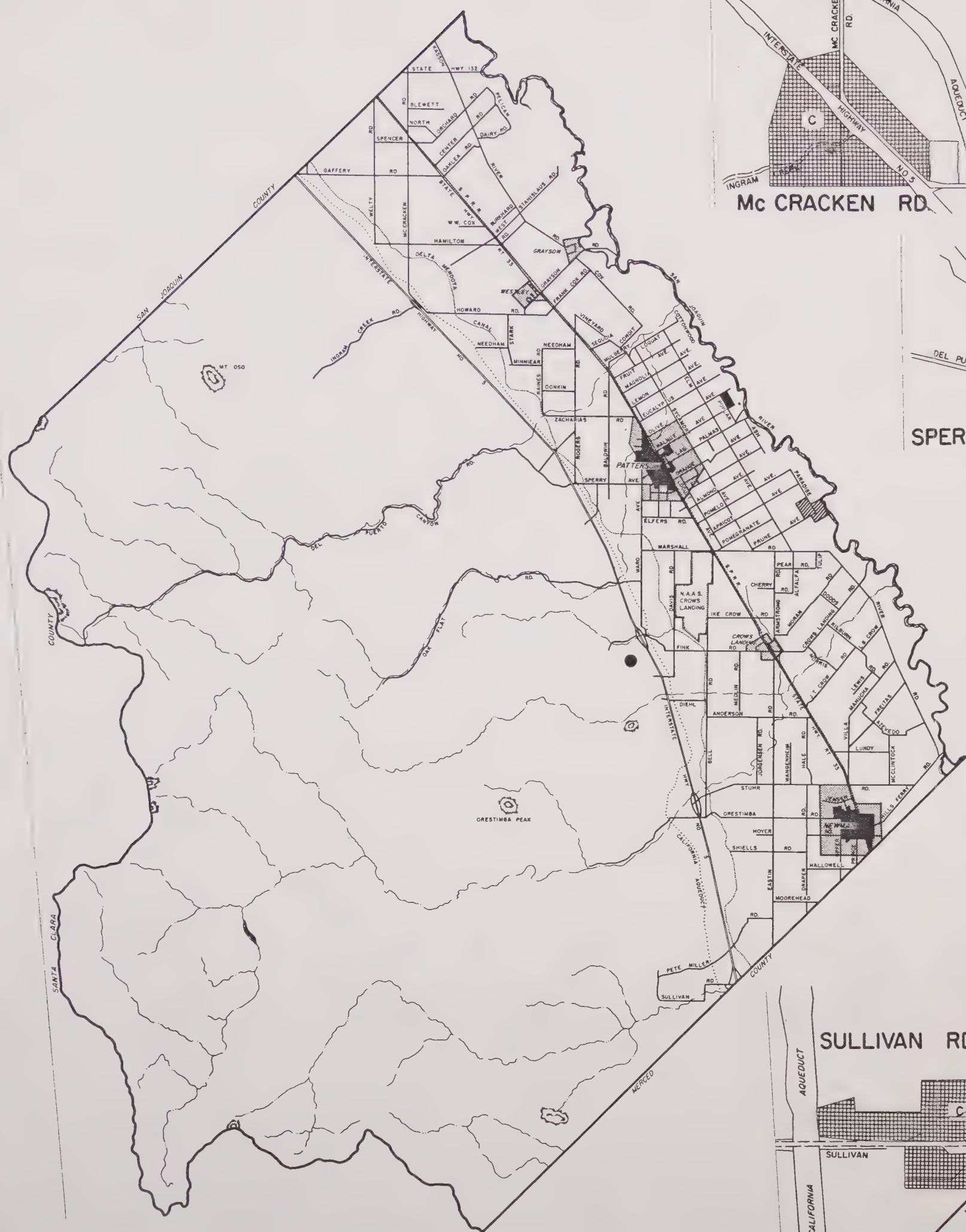
LANDFILL

STANISLAUS COUNTY GENERAL PLAN

M 22



NORTH



Mc CRACKEN RD.

SPERRY AVE.

FINK RD.

STUHR RD.

SULLIVAN RD.

LAND USE ELEMENT

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CITY LIMITS	
LANDFILL	

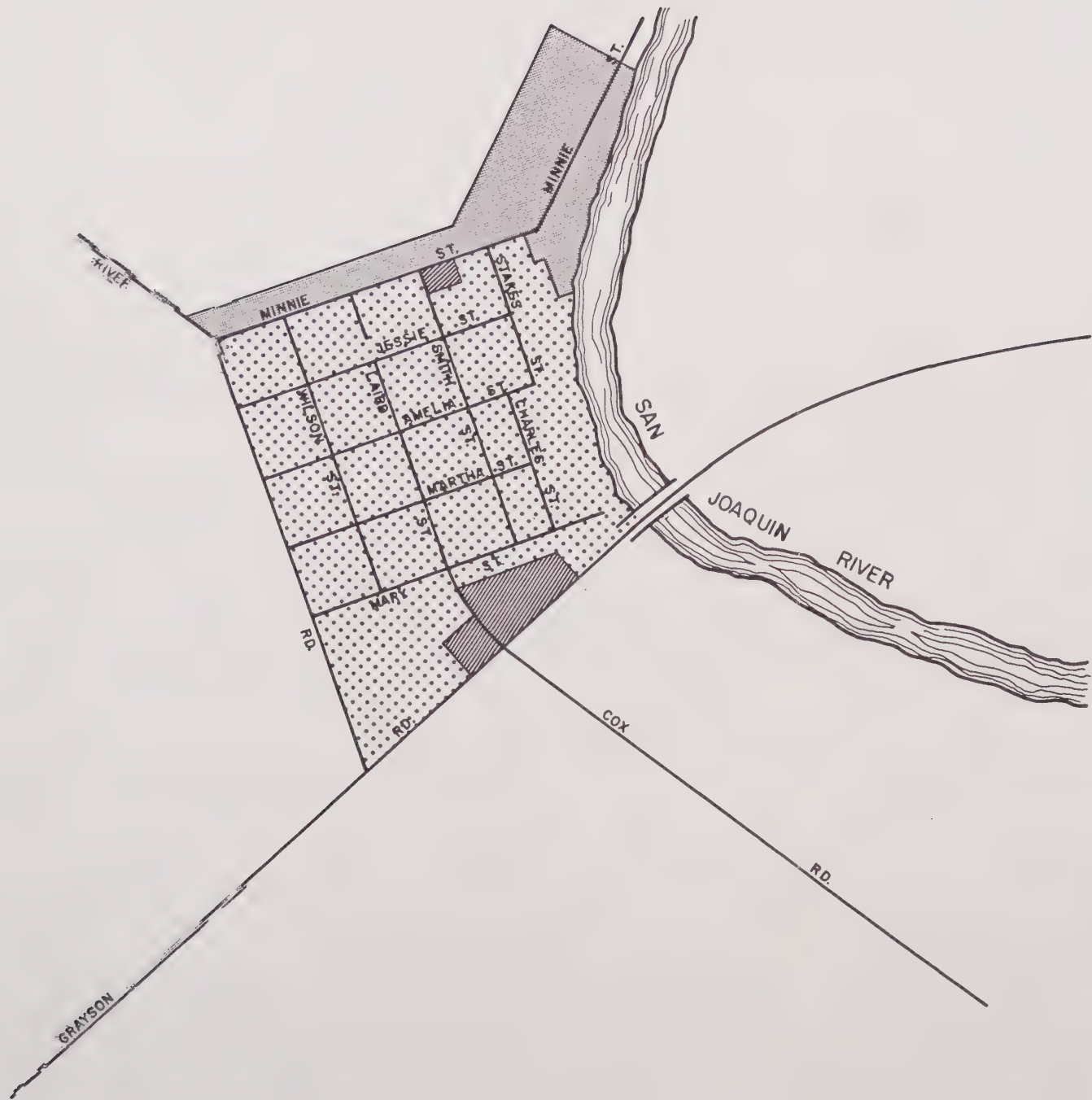
STANISLAUS COUNTY GENERAL PLAN

M23



LAND USE ELEMENT

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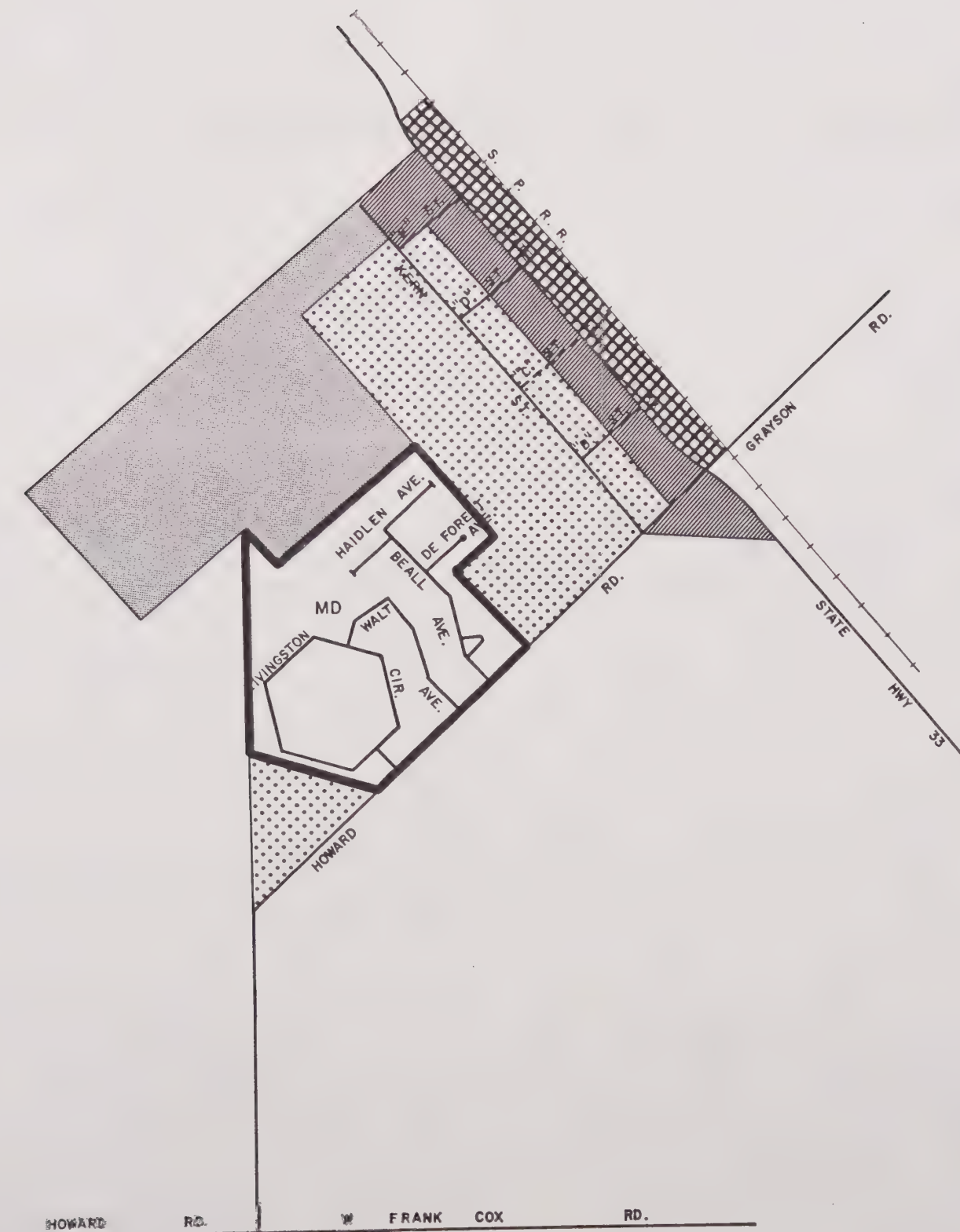


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LANDFILL	

STANISLAUS COUNTY
GENERAL PLAN















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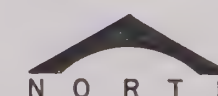
LAND USE ELEMENT

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HISTORICAL	
CITY LIMITS	
LANDFILL	

STANISLAUS COUNTY
GENERAL PLAN

M25





LAND USE ELEMENT

PATTERSON

AGRICULTURE	
ESTATE RESIDENTIAL	
RESIDENTIAL	
LOW DENSITY	
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MEDIUM-HIGH DENSITY	
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INDUSTRIAL TRANSITION	
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CITY LIMITS	
LANDFILL	

STANISLAUS COUNTY
GENERAL PLAN

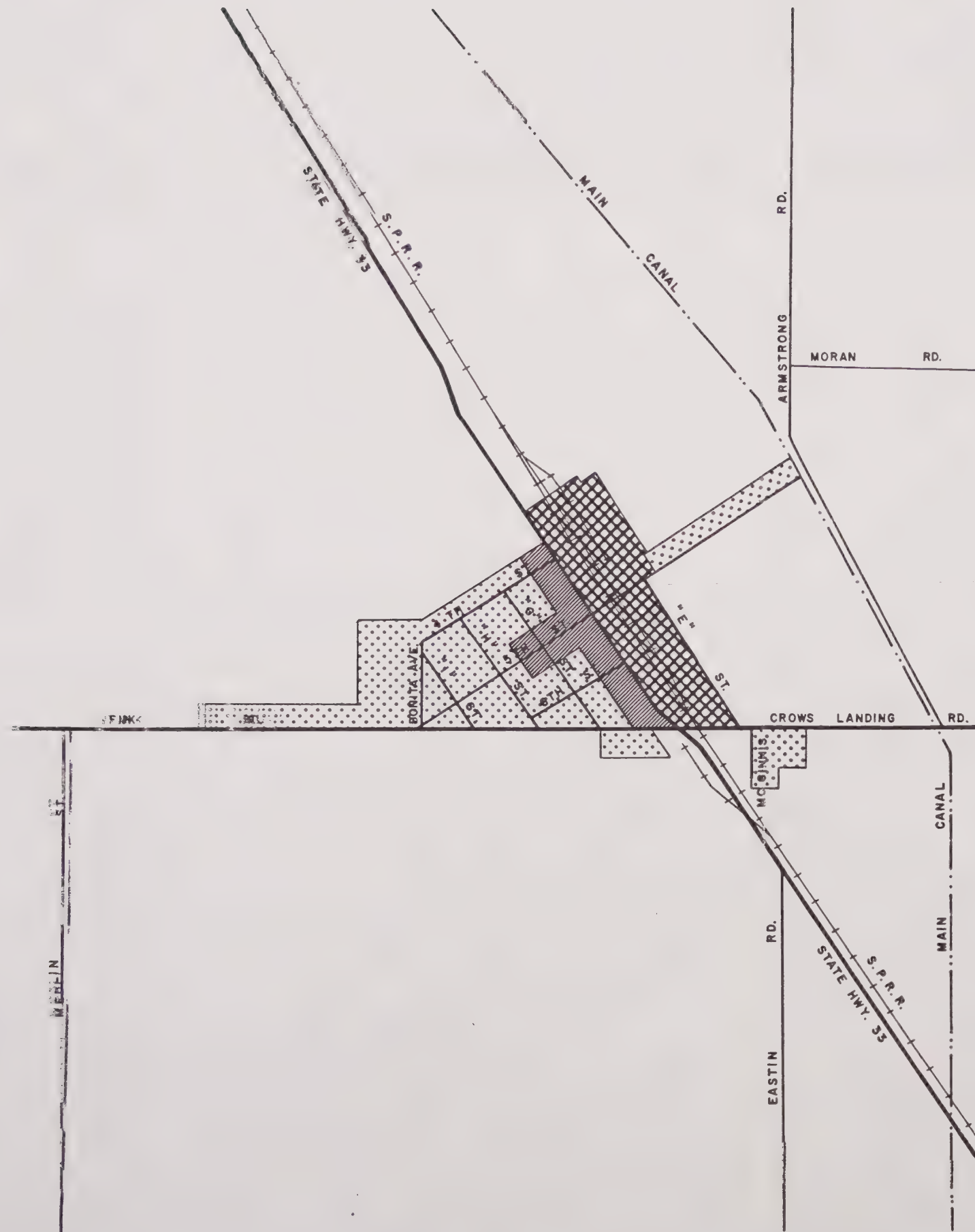
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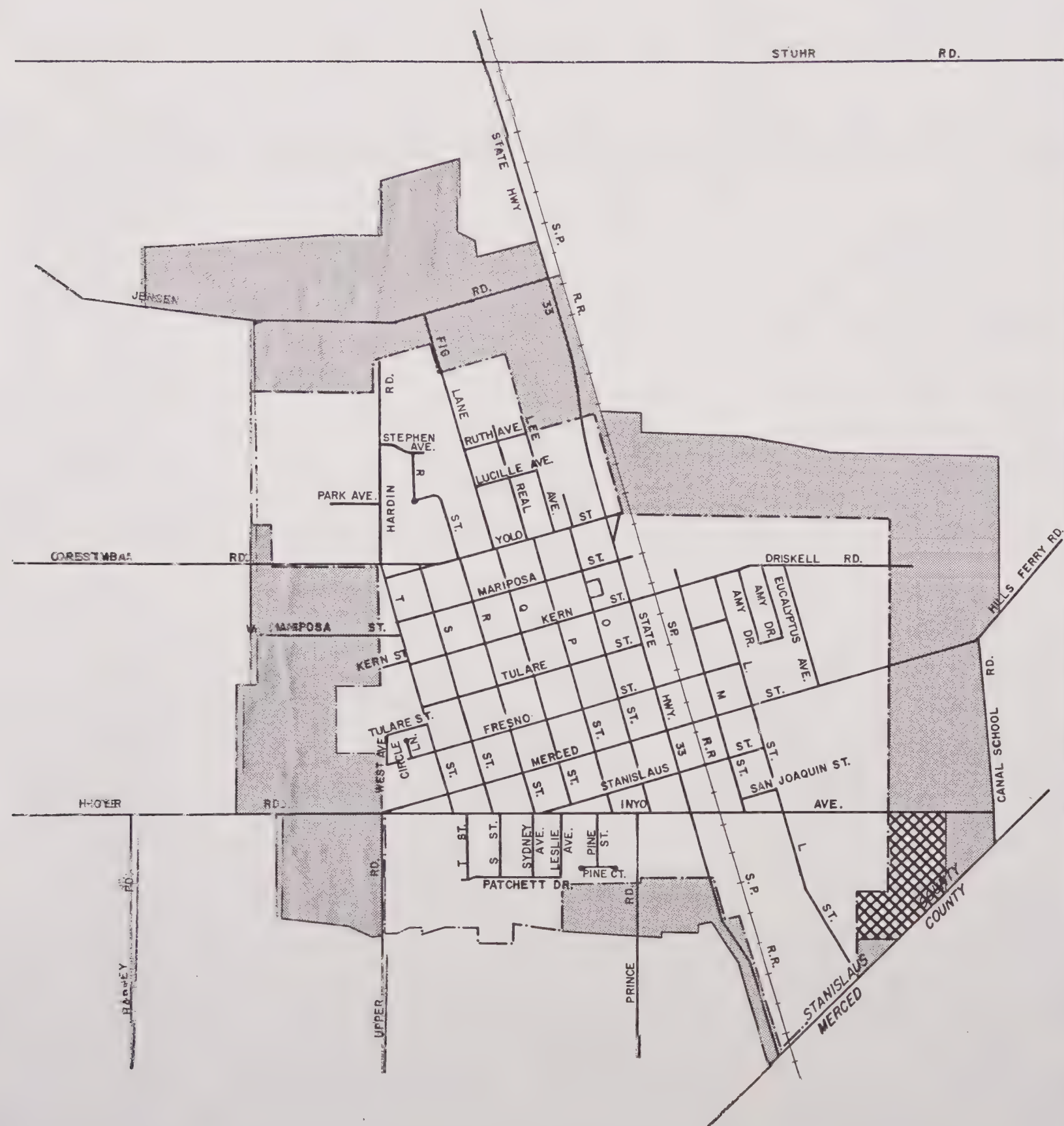


CROWS LANDING

LANDFILL















M27





LAND USE ELEMENT

NEWMAN

AGRICULTURE	
ESTATE RESIDENTIAL	
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MEDIUM DENSITY	
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HISTORICAL	
CITY LIMITS	
LANDFILL	

STANISLAUS COUNTY GENERAL PLAN

M28



CONSERVATION
/ OPEN SPACE

PURPOSE OF THE CONSERVATION —

OPEN SPACE ELEMENT

Prior to 1971, the State Planning and Zoning Act required each city and county to have a general plan consisting of a land use element, circulation element, housing element, scenic highways element, and safety element. In 1971, in response to an increased citizen awareness of the environment, the State enacted legislation requiring the adoption of a conservation element, an open space element, a noise element, and a seismic safety element.

Since each new element originated in response to specific environmental concerns, there is some overlap in the requirements. To avoid duplication of effort in these separate but interrelated elements, the Conservation/Open Space Element of the Stanislaus County General Plan fulfills the requirements not only for the newly-mandated elements but the previously mandated scenic highways and safety elements as well.

For clarity, discussion of conservation, open space, seismic safety, safety, scenic highways, agriculture, and recreation has been grouped into four categories which generally correspond to the content of Section 65560 of the Government Code:

- A. Preservation of Natural Resources focuses on the preservation and conservation of plant and animal life; habitat for fish and wildlife; areas required for ecologic and scientific study; rivers, streams, lakeshores, banks of rivers and streams and watershed areas.
- B. Managed Production of Resources is concerned with preservation and managed use of range lands, agricultural lands, rivers, streams, mineral deposits, and groundwater recharge areas for the production of goods, foods, and fibers.
- C. Outdoor Recreation deals with the use of national public domain lands, state parks, city and county parks; access to lakes, rivers and streams; the development and preservation of scenic corridors in the form of trails, and scenic highways.

Included in outdoor recreation are areas of outstanding national, state or local historical, cultural, and scenic significance. Land use for this purpose is concerned with the preservation of attractive and appealing features in natural and man-made landscape. For example, preservation of historical or unique architectural landmarks such as bridges and buildings made of indigenous materials can provide the county with an architectural tie to its historical past.

D. Public Health and Safety concerns itself with the protection of the public from flood, geological, seismic, fire, and structural hazards; preservation and maintenance of water quality in ground water, streams, rivers, reservoirs and watershed areas and the preservation and maintenance of air quality.

The objective of the Conservation/Open Space Element is to direct attention to these four areas of concern. It will define and describe the existing situation, indicate existing and potential problems, and establish possible solutions.

A number of conflicts, such as urban use vs. agricultural use, agricultural use vs. the preservation of riparian habitat, agricultural use vs. the utilization of natural resources (sand and gravel), the extraction of natural resources (sand and gravel) vs. riparian habitat, exist in this county. This element discusses these conflicts, and relates them to the existing goals and procedures of the County and its nine cities.

SCOPE OF THE CONSERVATION —

OPEN SPACE ELEMENT

A. PRESERVATION OF NATURAL RESOURCES

Numerous species of plant and animal life are found in Stanislaus County which have aesthetic, recreational, economic, scientific or educational value to the citizens of the area. Preservation and regulation of the widest possible varieties of this wildlife is necessary if a balance of nature is to be maintained.

Four basic wildlife habitat types can be found in Stanislaus County. These are the foothills on the eastern and western sides of the County, the agricultural land covering the valley floor, large water areas (i.e. lakes and reservoirs) and riparian areas located along the edges of the major waterways. Each of these habitat types will be discussed separately.

1. The Foothills

There are two distinct areas of rolling foothills in Stanislaus County: the Diablo Range, located essentially on the west side of Interstate 5, and the Sierra Nevada Foothills, found along the easternmost-edge of the County. The Diablo Range contains about 28% of the County land area and the Sierra Nevada Foothills another five percent accounting for 33% of the County's total land area in hilly terrain.

A number of vegetation associations have been found to exist in the foothills. In the Diablo Range, the predominant associations are chaparral, woodland, and grassland. A fourth type of vegetation, coastal sagebrush, exists in relatively minor amounts in the foothill areas.

Chaparral is characterized by tall, dense, stiff shrubs which can grow in relatively dry areas. It is found in abundance in the Diablo Mountains. Typical species include manzanita, ceanothus and scrub oak, along with smaller vegetation species such as wildflowers, Miner's lettuce and lupines.

Two types of woodland exist in the Diablo Mountains. Oak woodlands are found at lower elevations with pine-oak woodlands at higher elevations. Blue oaks and interior live oaks characterize the oak woodland with digger pines and junipers found in the pine-oak woodlands. Unique serpentine flora areas are associated with serpentine rock formations found in the woodland areas.

Grasslands, common throughout the foothill areas, are comprised mainly of introduced rather than native species. The species vary with location; the most common are soft chess,

wild oats, and wild barley.

These basic vegetation types are often found to exist in various combinations with each other. Factors which contribute to the vegetation composition of any particular location include soil type, slope aspect and steepness, elevation, water availability, grazing intensity, and the history of fire. Generally, the grasslands are found on the lower elevations. They give way to chaparral and woodland-chaparral at higher elevations.

The foothills of the Sierra Nevada are similar to the lower elevations of the Diablo Range in vegetation type. The major difference is a lack of chaparral and pine-oak woodland. There are variations in the grasslands of eastern Stanislaus County which are commonly referred to as "hog wallows". These small depressions where winter rainfall collects eventually lead to the formation of vernal pools which support the growth of small flowering plants, a number of which fall within rare or endangered species category.

The foothill areas provide habitat for a wide variety of wildlife. Grassland areas are used by birds, including redtailed hawks, sparrow hawks, horned larks, sparrows, and bluebirds, as well as coyotes, skunks, and rodents. Many reptiles and insects are also found. Because it contains relatively small numbers of game species, grassland is rated by the State Department of Fish and Game to be of secondary importance to wildlife and has a non-critical preservation status.

Chaparral vegetation provides habitat for many small animal species such as wood rats, gophers, skunks, rabbits, foxes and numerous snakes and lizards. Common bird species found in the chaparral include the Wrentit, California Thrasher and California Quail. Chaparral vegetation has been designated by the Department of Fish and Game as a critical primary habitat due to the presence of the Colombian Black Tailed Deer.

The woodland vegetation association is also designated as a critical primary habitat. It supports a wide variety of wildlife. A few common bird species seen there are the Acorn Woodpeckers, common crows, California Quail, doves, hawks, and eagles. Amphibians are fairly common, such as the California Newt and the Western Toad. Reptiles found are the Western Fence Lizard, Common King Snake and Western Rattlesnake. Mammals common to the woodland area include bats, Gray Foxes, coyotes, deer, raccoons, and rodents. Numerous insects are also present.

Two endangered animal species are believed to be present in foothill areas. The Blunt Nosed Leopard Lizard is thought to exist in both the eastern and western foothills, while the San Joaquin Kit Fox apparently inhabits portions of the Diablo Range.

CONCLUSIONS AND OBSERVATIONS

- . The foothill areas of Stanislaus County provide habitat for a wide variety of wildlife and vegetation.
- . The wildlife and vegetation present in the foothill areas include some rare and endangered species.
- . Intense development process has not occurred in the foothill areas, primarily due to the physical characteristics - i.e. mountainous topography, the lack of irrigation and domestic water and slope instability of these areas. However, steps should be taken to protect the foothill areas before development pressure does occur.

2. Agricultural Lands

The agricultural areas on the County's valley floor support a diversity and abundance of wildlife. The number and type of wildlife are dependent on the specific crop type. There are four basic agricultural crop types with each supporting various wildlife species.

Irrigated Pasture provides habitat for Wintering Geese, Sandhill Cranes, Whistling Swans, Pheasants, and many smaller birds. Jackrabbits and other small mammals, particularly rodents, are also found.

Vineyards provide habitat for quail, mourning doves, opossums, rabbits, rodents, passerine birds and pheasants. Vineyards are particularly important when they are adjacent to other habitat types. For example, when a vineyard is located next to a riparian area, wildlife within the riparian area will move into the vineyards for food and cover.

Row Crops provide habitat for pheasants, rabbits, rodents, doves and passerine birds. Row crops are particularly important during the winter months when species will move into them from other habitat types.

Orchards provide habitat for nesting doves, pheasants, passerine birds, quail, rabbits and rodents. Due to their longevity, orchards are becoming increasingly important to wildlife preservation.

CONCLUSIONS AND OBSERVATIONS

- . Agricultural use provides habitat for a number of wildlife species.
- . Agricultural production and wildlife preservation are not necessarily incompatible.
- . The methods used to preserve agriculture, such as the Williamson Act and agricultural zoning, may also be significant to wildlife preservation.

3. Riparian Areas

Due to the extensive land clearance which has occurred in the past for agricultural and urban land uses, riparian vegetation is essentially restricted to the banks of the County's creeks

and rivers. Riparian vegetation is very dense, usually consisting of Willows and Fremont Cottonwoods, Live Oaks, Valley Oaks, Western Sycamore, Box Elder, and Oregon Ash. Thick undergrowth is composed primarily of shrubs such as Buttonbush, honeysuckle, elderberry and gooseberry. The smaller plants typically present include poison oak, nettle, mule fat, wooly wild grape and long stemmed shade tolerant grasses.

The riparian vegetation shelters more wildlife species than any other type of habitat in California. An important factor contributing to the heavy use of riparian areas by wildlife is its frequent proximity to other habitats such as agricultural lands. The combination of two habitats provides food in only one habitat. For this reason riparian habitat has been designated as a critical primary habitat type by the State Department of Fish and Game. Thus in terms of quality it is the most important habitat in the County.

Location of wildlife within the riparian area is varied, with the greatest number of species found around the water areas. This, of course, includes the over 40 species of fish which inhabit Stanislaus County waterways. Fish tend to use the shade and tree root tangles from heavy streamside vegetation as feeding and shelter areas. Mollusks and crustaceans are also found.

Among the birds which are known to inhabit the riparian area are large wading birds such as herons and egrets, raptors such as hawks, owls, and eagles, game birds, including quail, doves and pheasants, waterfowl migrating along the Pacific Flyway such as ducks, geese and swans, and numerous song birds. The bald eagle, an endangered species, is found in a "convention site" near La Grange during the fall and winter months. This convention site is considered a rarity.

Mammals such as cottontails, jackrabbits, raccoons, skunks, beaver, foxes, opossum, squirrels and coyotes are all found in riparian areas. Deer are occasionally seen in small numbers along the rivers in the eastern portion of the County.

Various reptile, amphibians and insect species inhabit the riparian areas. The giant garter snake which is classified as a rare species, is believed to be present within some fresh water areas within the County.

The exact amount of riparian habitat which now exists in the County is unknown. Estimates vary from between seven and eight thousand acres. The amount of riparian habitat has diminished due to conversion to other land uses. One factor in the conversion process has been the implementation of various flood control projects. In 1963 the State Department of Fish and Game estimated that the amount of riparian habitat in Stanislaus County will be reduced to four thousand acres in 1980. If this occurs, it would have serious consequences on the County's wildlife population.

CONCLUSIONS AND OBSERVATIONS

- . *Preservation of Stanislaus County's riparian areas is of great importance. However, only along the Stanislaus River, where the U. S. Army Corps of Engineers has a program of river preservation (which includes the purchase of vegetation easements) does the long-term maintenance of riparian areas seem assured.*
- . *Conversion of riparian habitat into agricultural use has been aided by various flood control projects, which have minimized the hazards of farming in these areas.*
- . *Small portions of the riparian habitat, along the other waterways, have been reserved by parks. Other areas, such as the La Grange bald eagle area, have been scheduled for future permanent preservation by passage of a state ballot measure in June, 1974. This still leaves a large percentage of the areas along the Tuolumne River, San Joaquin River, and Dry Creek unprotected.*
- . *Impacts of sand and gravel extractions, which have seriously disturbed riparian areas in the County, can be mitigated if rehabilitation is included as a part of the use permit conditions.*

4. Large Water Areas

The County's reservoirs and marshes provide substantial wildlife habitat. The lakes and reservoirs are relatively deep open areas with narrow borders of vegetation. Some of the marshes are seasonal in nature.

Wildlife associated with lakes include numerous bird species, a wide variety of fish and aquatic life, and various mammals, the number and type of which depend upon the amount of permanent vegetation which exists. Wetlands also support many bird and mammal species, depending on the size and permanence of the water. These areas are considered critical secondary type habitats by the State Department of Fish and Game.

CONCLUSIONS AND OBSERVATIONS

- . *The only presently available program resulting in preservation of wildlife in the County's large water areas is the County's program for acquisition and development of park areas.*
- . *Meaningful preservation of wildlife in these areas will require utilization of additional techniques such as development of conservation areas requiring conservation as the highest priority in connection with future land usage.*

B. MANAGED PRODUCTION OF RESOURCES

1. Soils and Agricultural Land

Agriculture is a prime determinant in the economic base of Stanislaus County. The continued viability of agricultural production is related directly to the preservation of its highly productive soils. Although there has been much discussion with respect to the definition of prime and potentially prime agri-

cultural land, the most prevalent definitions are as follows:

Prime Agricultural Land

- (a) All land which qualifies for rating as Class I or Class II in the Soil Conservation Services' Land Use Capability Classifications.
- (b) Land which qualifies for rating 80 through 100 in the Storie Index Rating.
- (c) Land which supports livestock used for the production of food and fiber and has an annual carrying capacity equivalent to at least one animal unit per acre as defined by the U. S. Department of Agriculture.
- (d) Land planted with fruit or nut-bearing trees, vines, bushes or crops which have a nonbearing period of less than five years and will normally return during the commercial bearing period on an annual basis from production of unprocessed agriculture plant production not less than \$200.00 per acre.
- (e) Land which has returned from the production of unprocessed agricultural plant products an annual gross value of not less than \$200.00 per acre for three of the previous five years.

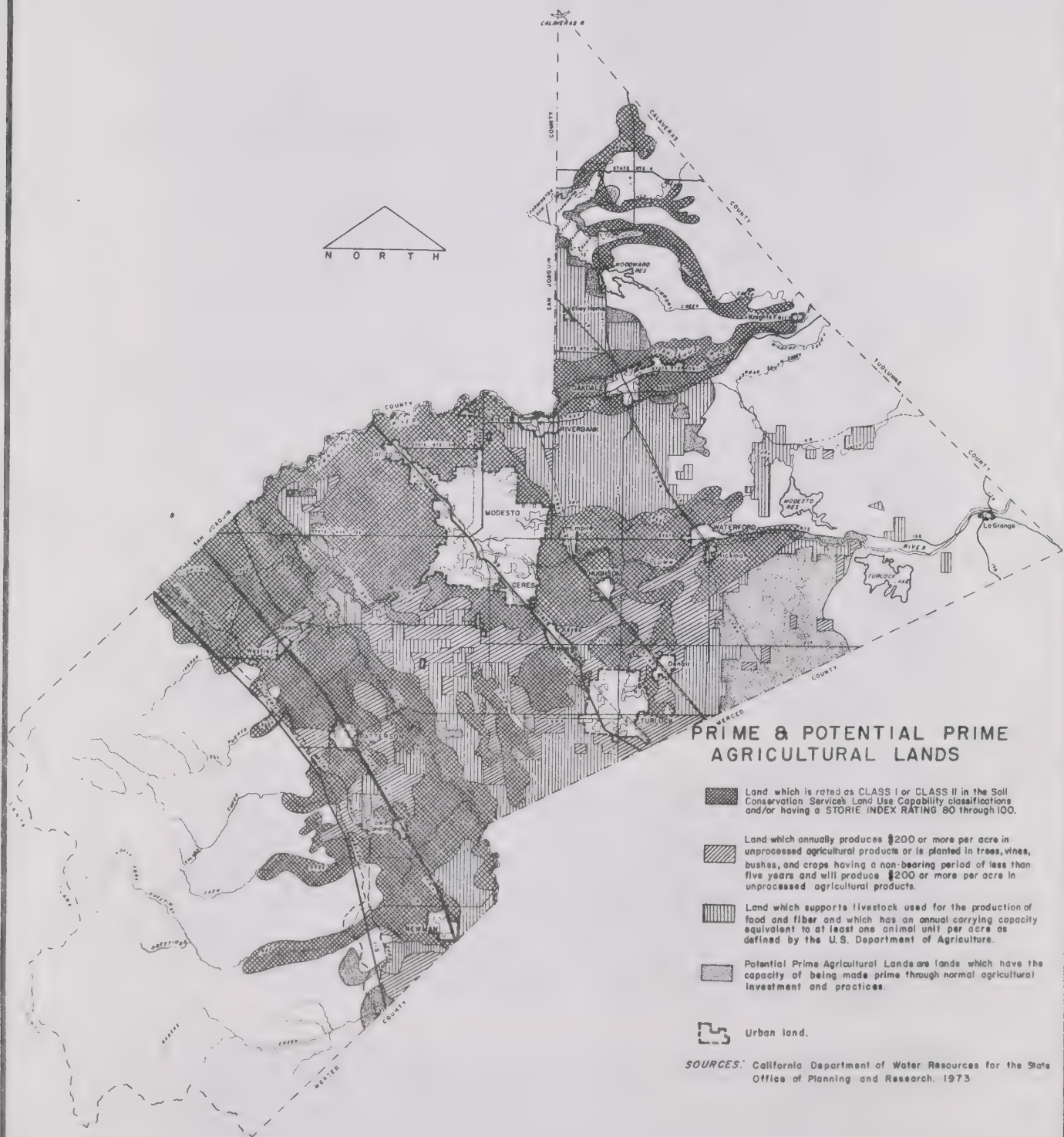
Potential Prime Agricultural Land - Lands which have the capacity of being made prime through normal agricultural investment and practices.

The most productive agricultural soils within Stanislaus County are being subjected to pressures which, if left unchecked, will substantially diminish their continued ability to produce. These pressures result first from desires for rapid outward growth on the fringe of urban areas. A second form of pressure far more subtle but equally destructive is the slow reduction in parcel size within outlying agricultural areas.





An additional factor which is not growth related, but which nevertheless has become increasingly important to the maintenance of Stanislaus County soils is proper soil management. This need is most evident west of the San Joaquin River where low quality irrigation water coupled with a high water table has produced increasing salt and mineral concentrations in the soils. Poor drainage, low quality groundwater for irrigation and continued use of septic tanks in areas of poor soil permeability are examples of poor soil management leading to decreased agricultural productivity.

In addition to the broad base agricultural lands, grazing lands in the foothills and some of the lesser classified soils within the valley are becoming increasingly important to cattle producers and dairy farmers. These limited base agricultural lands are capable of yielding a substantial contribution to the agricultural base of the County.

Along with the economic benefits derived from agricultural lands, open spaces are created possessing aesthetic and scenic

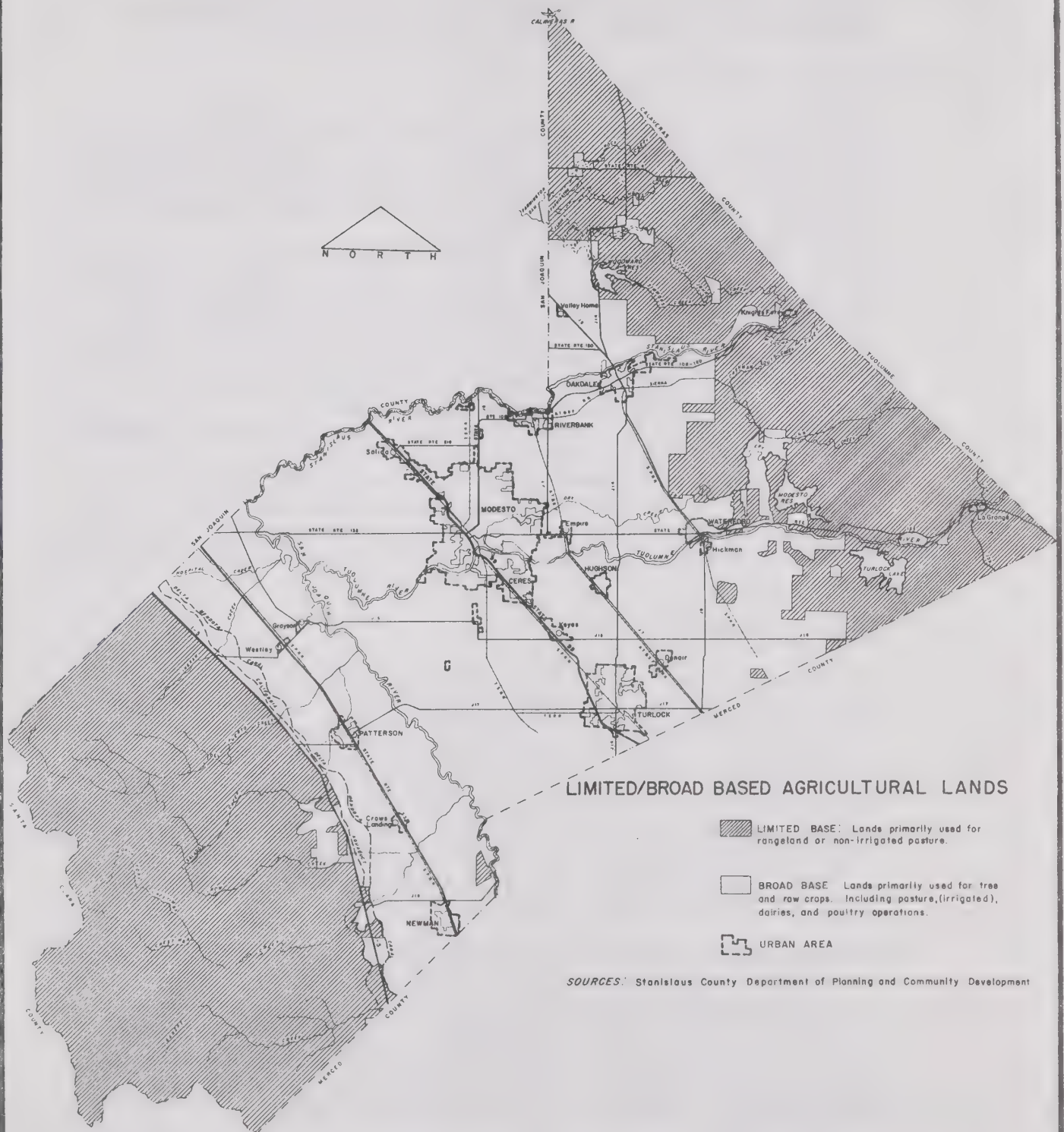


PRIME & POTENTIAL PRIME AGRICULTURAL LANDS

-  Land which is rated as CLASS I or CLASS II in the Soil Conservation Service's Land Use Capability classifications and/or having a STORIE INDEX RATING 80 through 100.
-  Land which annually produces \$200 or more per acre in unprocessed agricultural products or is planted in trees, vines, bushes, and crops having a non-bearing period of less than five years and will produce \$200 or more per acre in unprocessed agricultural products.
-  Land which supports livestock used for the production of food and fiber and which has an annual carrying capacity equivalent to at least one animal unit per acre as defined by the U.S. Department of Agriculture.
-  Potential Prime Agricultural Lands are lands which have the capacity of being made prime through normal agricultural investment and practices.

 Urban land.

SOURCES: California Department of Water Resources for the State Office of Planning and Research. 1973



values. These areas create the rural, open appearance characteristic of this County. Maintenance of agricultural open spaces is an important counter balance to the rapid urban expansion which the urban areas of Stanislaus County are experiencing in terms of protecting air and water quality and providing for numerous recreational opportunities.

CONCLUSIONS AND OBSERVATIONS

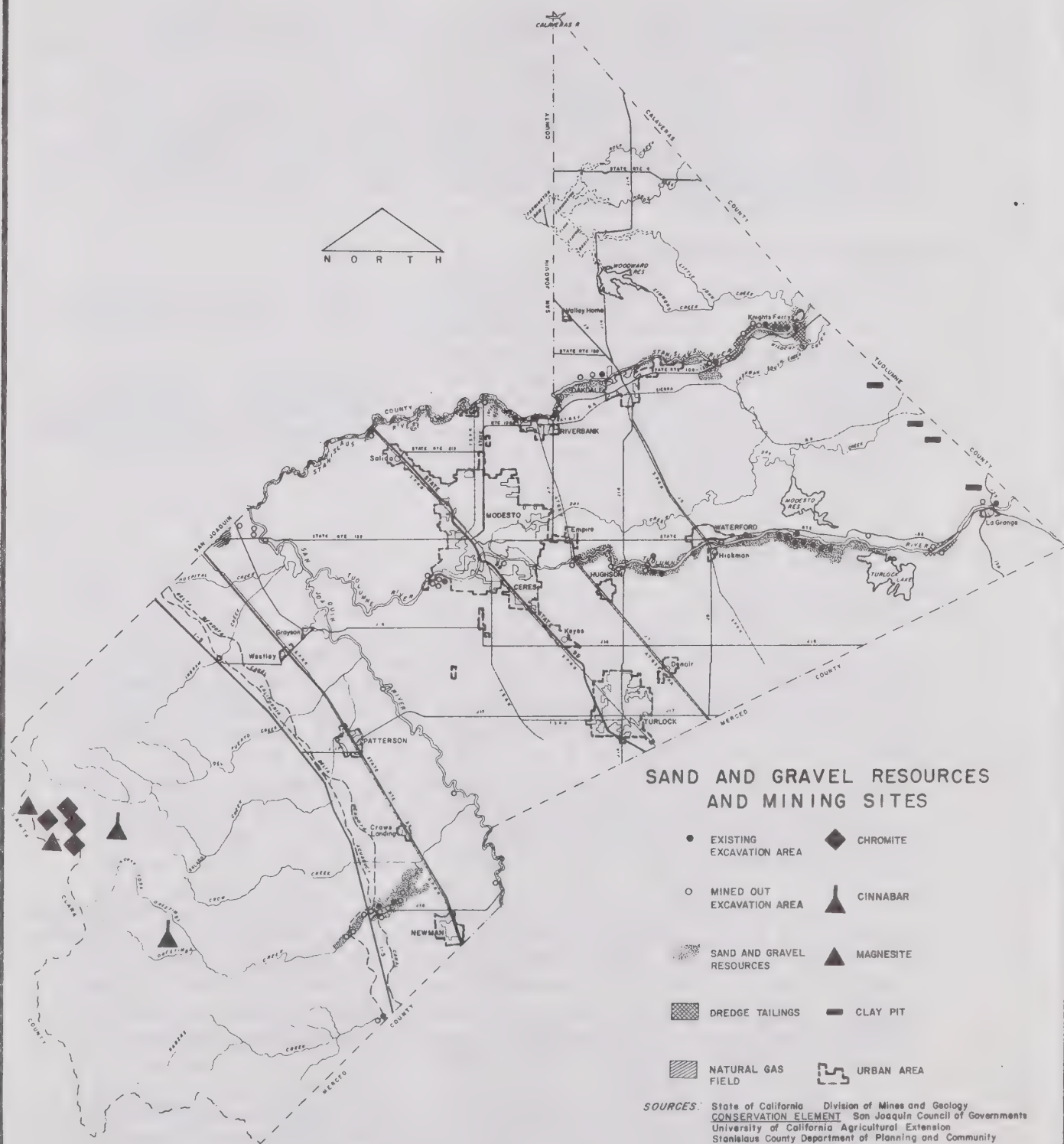
- . Agricultural soil is the major resource within Stanislaus County, and a major determinant with respect to the counties economic base.*
- . The continued viability of agricultural production in this county is directly related to the preservation and proper management of highly productive agricultural soils.*
- . Recent review of the Land Use Element of the General Plan has designated virtually all of the rural and farming areas as "Agricultural" and placed Exclusive Agricultural (A-2) zoning on these areas, thus giving additional protection of the Williamson Act.*
- . The preservation of agricultural lands contributes to the conservation of other natural resources by providing open space for wildlife, vegetation and air and water quality.*
- . Agricultural soils of lesser quality are rapidly gaining importance as meat producing and dairying areas.*
- . Zoning controls which permit the creation of parcels less than an economic unit contribute to a reduction of the viability of some agricultural uses. (A zoning designation commensurate with the minimum agricultural economic unit within the area is one solution to the problem).*

2. Mineral Resources

Stanislaus County is not rich in extractive resources. Sand and gravel deposits presently constitute the only significant extractive resource from a commercial viewpoint. Small deposits of gold, clay, lead, diatomite and cinnabar are known to exist; however, present economics make commercial use difficult or impossible. Numerous exploratory oil and gas wells have been drilled within the County. Although none of the wells are producing commercially, the underlying geological structure of the County indicates oil or gas may be present which could lead to the likelihood of more exploration.

The majority of sand and gravel deposits are a result of stream deposition or dredge tailings. The most significant deposits from a commercial outlook are found in old stream beds and adjacent to the rivers and streams in the eastern portions of the County. The only significant sand and gravel deposits on the westside are found along Orestimba Creek and fine grained sand deposits adjacent to the San Joaquin River.

Market demand, competition, excavation expenses, material quantity and quality all affect the costs of sand and gravel. However, transportation costs are a major factor affecting the siting of sand and gravel extraction and processing facilities. The need to be within close proximity to the market area points toward the general incompatibility of gravel extraction and



processing within urban areas, due to excessive noise, dust, and heavy truck traffic.

The majority of Stanislaus County's sand and gravel deposits are situated beneath prime agricultural soils and riparian areas: Until recently excavations have taken place on these lands with little consideration given to eventual rehabilitation, consequently resulting in the loss of the land for agricultural uses and wildlife habitats. Future excavation and rehabilitation must comply with the Surface Mining and Reclamation Act of 1975, which is reproduced in the appendix of this element.

CONCLUSIONS AND OBSERVATIONS

- . *The major mineral resource in Stanislaus County is sand and gravel.*
- . *Areas of known sand and gravel deposits should be inventoried and protected from incompatible development.*
- . *Sand and gravel excavations and rehabilitation should be regulated through the use permit procedure or other similar review processes utilizing the guidelines set forth by the Surface Mining and Reclamation Act of 1975, to minimize undesirable impacts.*

C. OUTDOOR RECREATION

1. Parks and Trails

As population and leisure time increase, the demand for outdoor recreational facilities increases. Stanislaus County has traditionally had a fine ongoing program to provide for these demands. It should be noted parks can provide protection of valuable resources and habitats by incorporating a multi-use concept in these areas. An example for such multi-use would be the development of a river area in a manner providing not only protection for valuable riparian habitat and establishment of educational nature trails, but also provision for more traditional recreational usage.

The County presently maintains a number of regional parks with a total acreage in excess of 4,500 acres. These parks provide a wide variety of recreational facilities and opportunities such as picnic areas, sports fields, campsites, swimming beaches, boat ramps and barbeque pits. Other facilities such as seasonal off-road vehicle areas, nature trails and fishing accesses are maintained by the County in response to more specific recreational needs.

Coordination between the County and City of Modesto and Ceres has resulted in the additional realization of the 700 acre Tuolumne Regional Park currently under joint development.

In addition to regional parks, Stanislaus County operates several

neighborhood parks in the area adjacent to the City of Modesto and in the unincorporated communities of Salida and Keyes. No County maintained neighborhood park facilities exist in the remaining nine unincorporated communities, although some recreational facilities in connection with schools are available in all except Grayson.

Other non-county maintained recreational facilities available to County residents include an 11 acre wayside rest on Interstate 5, the California Aqueduct Bikeway, the South Bay Complex 1 (which is an undeveloped 5,351 acre Bureau of Land Management holding in the Diablo Mountains), and 228 acre Turlock Lake State Park (a facility which includes campsites, picnic areas and a boat ramp).

Overall, the County's regional park system seems more than adequate to meet current demands. Continued development of already acquired property will insure its adequacy.

There are a number of additional parks which have been proposed by both the County and State. The State of California has suggested expansion of Hatfield State Park from Merced County into Stanislaus County and of Caswell State Park from San Joaquin County into Stanislaus County. The State also proposed a park along the San Joaquin River, located approximately between the junction of the Tuolumne River on the north and Laird Park on the south.

The County has requested additional park land adjacent to Laird Park and north of the junction of San Joaquin and Tuolumne Rivers to the San Joaquin County line. These proposals combined with the proposed State Park, would create a continuous park along the river area from the county line south to Laird Park. Two other areas further south along the San Joaquin River have also been considered for county parks. These river parks could provide both recreational activities and a means to preserve riparian areas basically intact.

The County Parks Department has designated the location for development of additional regional parks including the combination of La Grange and Turlock Lake Parks into one continuous park system, expansion of Frank Raines Park in Del Puerto Canyon, and developing the new area along the Stanislaus River in the Knights Ferry area, Little John Creek in the northeast portion of the County, several sites along the Tuolumne River and an area along Orestimba Creek containing a unique sycamore grove.

The U. S. Army Corps of Engineers Lower Stanislaus River Preservation Plan should be recognized as an innovative approach for the preservation of rivers and streams while protecting valuable riparian areas and providing recreation opportunities. The plan is to purchase flowage and vegetation easements along the entire lower river. Included is the purchase of approximately eleven river access sites which will be open to the public for fishing, boating, and other recreational uses. Some of these access areas may be expansions of existing local park facilities.

Trails, with proper constraints, can be used to provide both recreation and transportation routes for horse riders, bicyclists and hikers. Aside from some bike trails in the Modesto and Turlock areas, the only existing continuous trail is a State maintained trail along the California Aqueduct running from Tracy to the San Luis Dam. The Recreation/Open Space Elements of SAAG's Environmental Resource Management Element proposed an extensive trail system throughout the County, connecting most of the cities to each other and to major recreational areas. A main omission of that plan seems to be a lack of any trail from Turlock to the west side of the County. West main Avenue seems to provide the most direct route available for a future trail to meet this need.

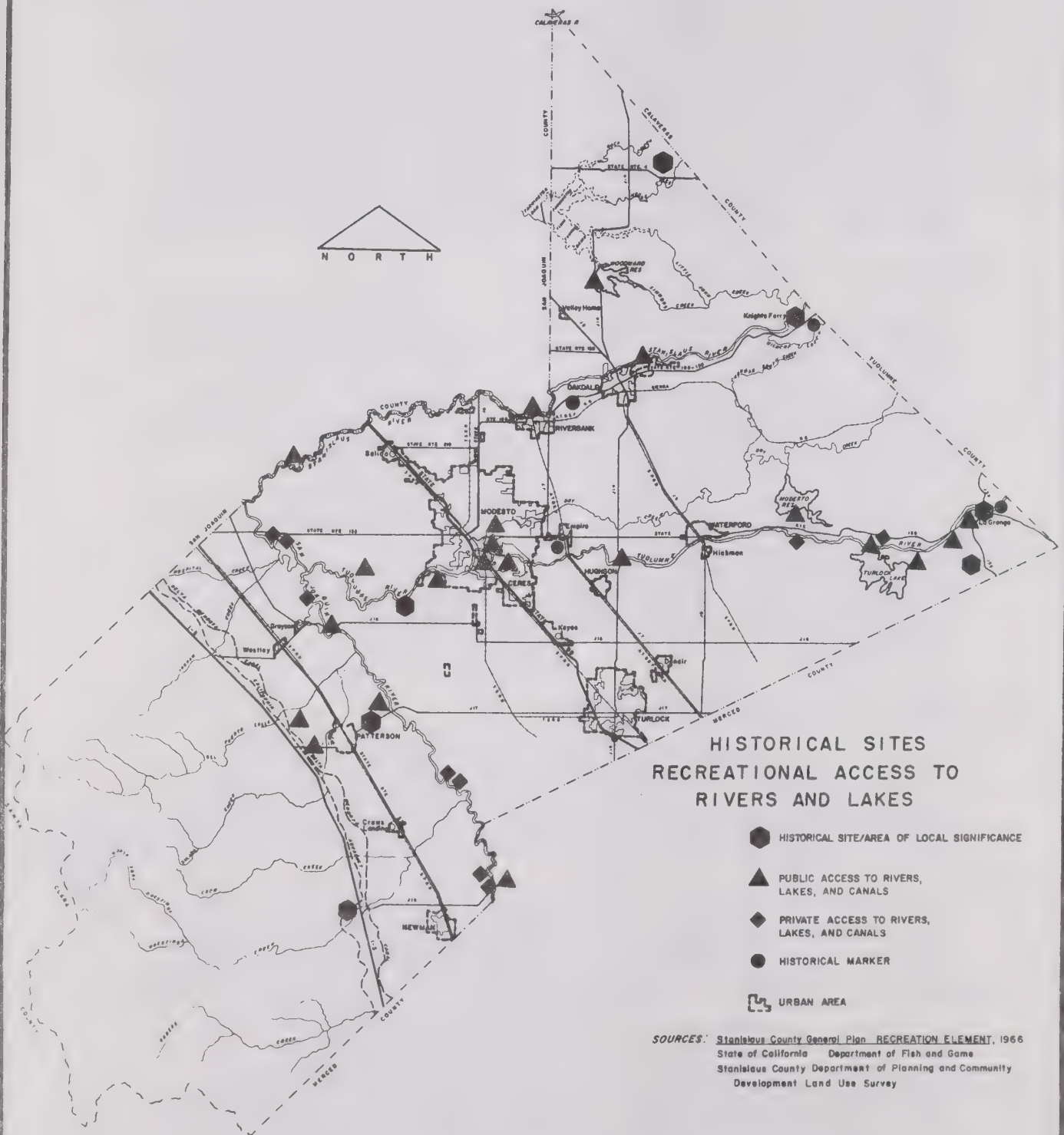
CONCLUSIONS AND OBSERVATIONS

- . *Neighborhood park facilities should be developed within unincorporated communities where no recreational facilities exist at this time.*
- . *A park dedication ordinance requiring subdividers of land within unincorporated urban places to dedicate land or money concurrent with development for provision of neighborhood recreational facilities should be adopted.*
- . *Continuation and expansion of the current regional park program is essential if the County is to meet the increasing demand for various forms of recreation for its citizens.*
- . *The U. S. Army Corps of Engineers' program for preservation and limited development of the Stanislaus River will result in a substantial increase in availability of recreational facilities in Stanislaus County.*






2. Historic and Cultural Sites

Historical sites and landmarks are reminders of the social, cultural, and political history of Stanislaus County. They provide insight of the County's present by maintaining ties to its past. The County has recognized this fact and has taken steps to protect its most significant historical sites.

The two chief historical areas within Stanislaus County are in and around the gold-rush towns of Knights Ferry and La Grange. Located in each community are a number of historic buildings considered worthy of preservation. The County, working closely with the residents of these communities, has established a historical site zone ensuring that all development within the two towns will be consistent with their historical nature. Adjacent to the town of La Grange, the County is presently developing a 350 acre historic park. The central attractions are a historic gold dredge located approximately 2.5 miles south of La Grange and an abandoned mining camp in the area. In the Knights Ferry area, a historical bridge is covered by H-S (Historical Site) zoning and is slated for preservation



HISTORICAL SITES RECREATIONAL ACCESS TO RIVERS AND LAKES

-  HISTORICAL SITE/AREA OF LOCAL SIGNIFICANCE
-  PUBLIC ACCESS TO RIVERS, LAKES, AND CANALS
-  PRIVATE ACCESS TO RIVERS, LAKES, AND CANALS
-  HISTORICAL MARKER
-  URBAN AREA

SOURCES: Stanislaus County General Plan RECREATION ELEMENT, 1966
State of California Department of Fish and Game
Stanislaus County Department of Planning and Community
Development Land Use Survey

as part of the Corps of Engineers project on the Stanislaus River.

There are a number of other points of historical interest within Stanislaus County: The communities of Grayson and Empire (City) which were former county seats; the site of Adamsville, an early settlement and first County seat; palm tree lined Las Palmas Avenue; and the Orestimba Creek Indian Area. There is also a prehistoric grinding site off Highway 4 on the Orvis Ranch (the Old Snow Ranch) west of Copperopolis. Historical Markers are located at the Empire City Site, Knights Ferry, La Grange and Langworth.

CONCLUSIONS AND OBSERVATIONS

- . *Additional citizen based study of the communities of La Grange and Knights Ferry should be accomplished in terms of inventorying the significantly historical aspects of these communities and the adequacy of current protection measures.*
- . *All possible steps should be investigated towards the preservation and restoration of significant historical facilities such as the La Grange Gold Dredge.*
- . *Continued efforts should be made to identify other historic sites and buildings within the County. These efforts should include continued analysis as to the availability of state and local programs designated to support these goals.*

3. Scenic Highways

Scenic highways are a means of preserving the beauty and scenic quality of various transportation routes. The scenic highway designation maintains areas which are in their natural or undeveloped condition. The State of California has designated various State Highways as having natural scenic beauty worthy of preservation. This particular highway designation basically involves strict land use controls within the corridor of land to maintain the natural beauty of the area. Within Stanislaus County, only Interstate Highway 5 is an officially adopted State Scenic Highway. The State has no other potential scenic highways designated within the County although there are several roads, both state and county, which appear to be worthy of the scenic highway status.

Past studies have identified several routes as potential scenic routes including State Highway 132 (west of Modesto), Orange Blossom Road, La Grange Road, and Del Puerto Canyon Road. In addition to these, State Highway 4, in the north-eastern portion of the County seems worthy of preservation as a scenic highway. All of the above listed roads are characterized, with minor exceptions, by open, undeveloped areas in either a natural condition or devoted to agricultural production, much like the area along Interstate 5. Designation of these highways as scenic would allow preservation of existing visual resources in several areas. In a county which surrounds a rapidly growing urban area like Modesto, these open, scenic areas that can

be provided by scenic highways have increasing value.

CONCLUSIONS AND OBSERVATIONS

- . *Implementation of a scenic highway plan should be accomplished including application to the District Director of Transportation for official designation delineating boundaries of the scenic corridor.*
- . *The County's Exclusive Agricultural zoning provides a high degree of protection for scenic highways from incompatible land uses and signs.*

D. PUBLIC HEALTH AND SAFETY

Public Health and Safety requires special consideration. This section directs itself to special consideration in terms of identifying hazards which exist in connection with fire, seismic, geological, flood, high water table, water quality and air quality hazards.

1. Fire Hazards

The two types of fire hazards are urban and brush fires. The problems of each are different as are the possible solutions to them.

Urban fire hazards are primarily those associated with commercial, industrial and residential structures and activities surrounding them. These occur for a wide variety of reasons associated with human activities, with the hazard and danger of any particular fire dependent upon the individual circumstances. In general, however, fire hazards are greatest in areas containing older, less well cared for buildings, both residential and commercial, which do not meet building codes. There are numerous areas of such buildings throughout the county, in both cities and unincorporated areas.

Property damage from urban fires is often substantial although in the majority of cases, damage can be limited to only one or a few structures. Injuries and deaths are more frequent in residential fires than any other type.

Brush fire hazards can be traced to four causes: topography, vegetation, climate, and people. Chaparral, grasslands and other wild plant life provide the major sources of fire fuel. Stanislaus County has a Mediterranean type of climate with cool, wet winters and hot, dry summers. The hot dry summers in Stanislaus County produce large areas of extremely dry vegetation often located on topography which enhance the spread of flames and prohibits access of fire fighting equipment. When people are introduced into the above situation, the chances of fires are greatly increased due to the variety of activities in which they engage.

Within Stanislaus County, the areas of potential brush fires

are the Diablo Range, generally located west of Interstate 5, and the Sierra Nevada foothills in the eastern portions of the County. According to the California State Division of Forestry, the majority of these areas are rated as having the highest possible critical fire weather frequency on an annual basis. This factor, combined with vegetation and slope percentage, produce overall fire ratings of moderate to high throughout the fire hazardous areas.

Brush fires have a secondary effect on erosion which can occur due to loss of vegetation. This erosion effects not only the burned land but land below it as well where eroded material may be deposited.

Although the County has no single unified set of safety standards, there are a number of standards, specifications and regulations which apply to fire safety. These include Building Code Standards, zoning, and subdivision regulations that specify building material quality, setbacks, relationships between land uses, land use density and the like. The major impact of these standards has been directed towards current and future development. They do little to alleviate urban fire problems in older areas. The social and economic ramifications of attempting to mitigate the potential threat of fire hazardous structures are great. During the update of the Land Use Element, the County adopted a policy of requiring new development to occur within cities so better fire protection can be provided. Issues to be faced include occupant safety and welfare, equitable treatment of building owners, possible relocation of occupants and minimization of overall adverse effects on the local economy.

CONCLUSIONS AND OBSERVATIONS

- . *The County, in cooperation with cities and special districts, should investigate necessary modifications in current building and fire department inspection practices within older areas. Such cooperation should be further extended to include mutual assistance, public education programs and the feasibility of new techniques such as fire and/or smoke detectors.*
- . *A major tool to minimize loss of lives and property in areas susceptible to brush fires is continued regulation of land use discouraging development within these areas.*
- . *Further investigation should be accomplished as to the appropriateness of developing techniques such as the increase of the minimum parcel size so as to limit density of development and regulation or prohibition of recreational activities on both public and private lands located within identifiable fire hazardous areas.*

2. Seismic and Geologic Hazards

Earthquakes originate as movement or slippage occurring along an active fault. These movements generate shock waves that result in ground shaking. Structures of all types, if not designed or constructed to withstand ground shaking, may suffer severe damage or collapse. Likewise, some slopes will col-

lapse due to the soil or geological characteristics resulting in hazard both in terms of failure in structures located thereon, or within the path of resulting land slides.

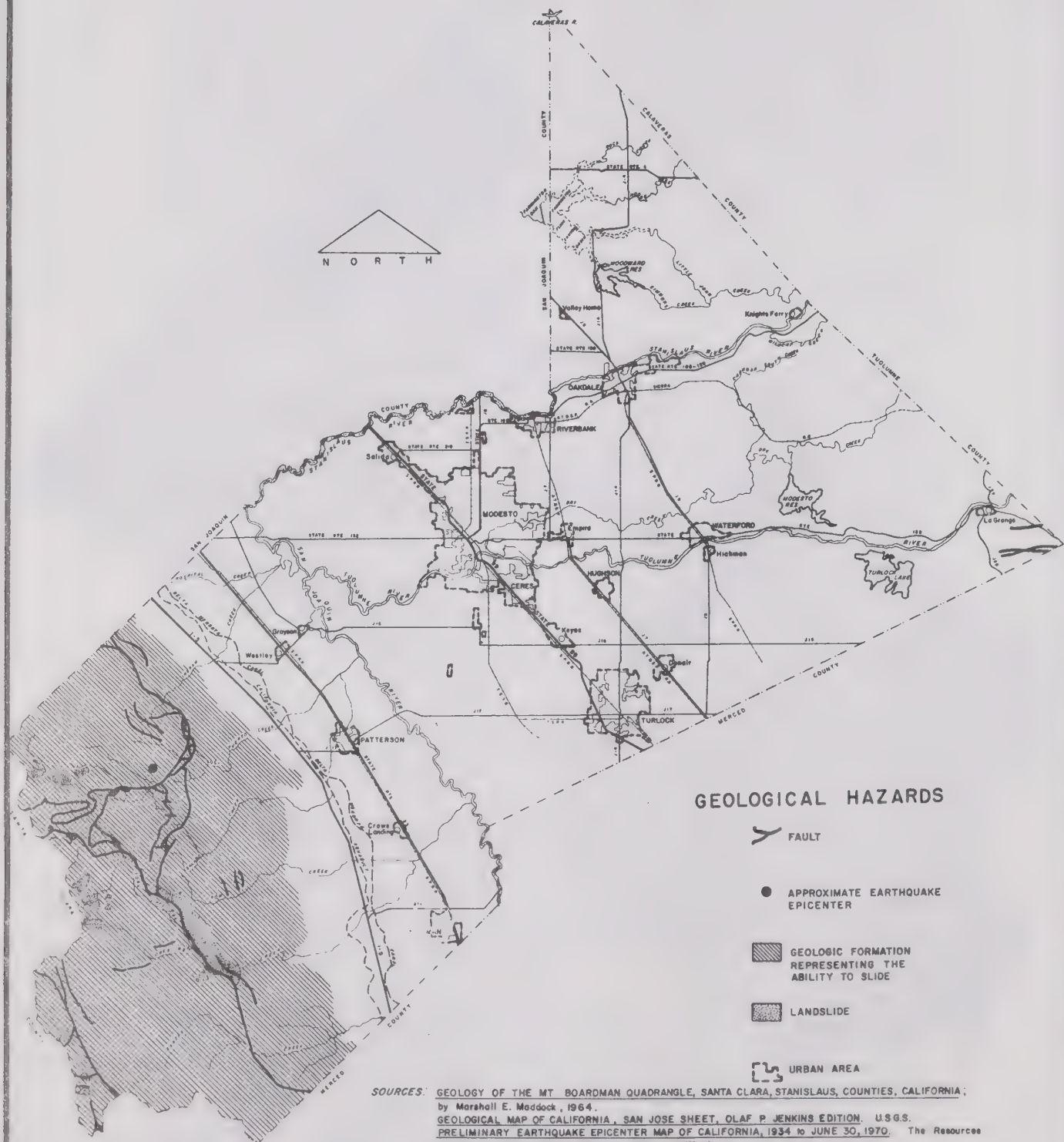
There are several faults known to exist within Stanislaus County. In the extreme eastern part of the County, the Bean Mountain and Melones faults are found, though believed to have been inactive for the past 150 million years. No faults are currently known to exist within the valley portion of the County. Within the Diablo Range, the most recent movements were along the Tesla-Ortigalita fault approximately five million years ago, although earthquake activity without surface fracturing or faulting is still common. Since 1930, one earthquake epicenter of a magnitude greater than 4.0 on the Richter scale was recorded in Stanislaus County. Future earthquakes of similar or greater magnitudes can be expected.

Numerous earthquakes occur each year along California's major faults which are the San Andreas, Calaveras, Hayward and Nacimiento faults.

Information furnished by the State Department of Mines and Geology indicates that ground shaking along these faults can produce damage within the County to reach varying intensities rated on the Modified Mercalli Intensity Scale of 1931. The eastern half of the County can be expected to have shaking to an intensity of VI or VII, producing minor to moderate damage. The western half of the County can expect to receive shaking to an intensity of VII or VIII Mercalli which can cause considerable damage to ordinary structures. The area around the City of Newman may have shaking intensity of IX or X. This may be considered a major hazard area.

Aside from structural damage, earthquake activity can produce two other types of adverse effects. The first is ground failure, which itself is a factor in making some lands unsuitable for development. Virtually the entire area located west of Interstate 5 is composed of geological formations that, due to structure, slope, runoff, lack of vegetation, earthquake and/or human activity, are considered extremely susceptible to failure and sliding. On a California Division of Mines and Geology scale used to rate landsliding potential, this area is rated at five, the next to highest rating on a scale of six. The prime reason is the generally unstable formation comprising the underlying geologic structure of the Diablo Range. The remainder of the area is rated at six.

There is a history of a number of major slides throughout the Diablo Range in Stanislaus County. It is evident that the steep slopes and unstable geology of the area on the west side of the County, even without considering the very real possibility of an earthquake, present a substantial limitation to building. Construction is possible within this area, but a detailed engineering site study and possible special construction make development difficult and costly.



CONCLUSIONS AND OBSERVATIONS

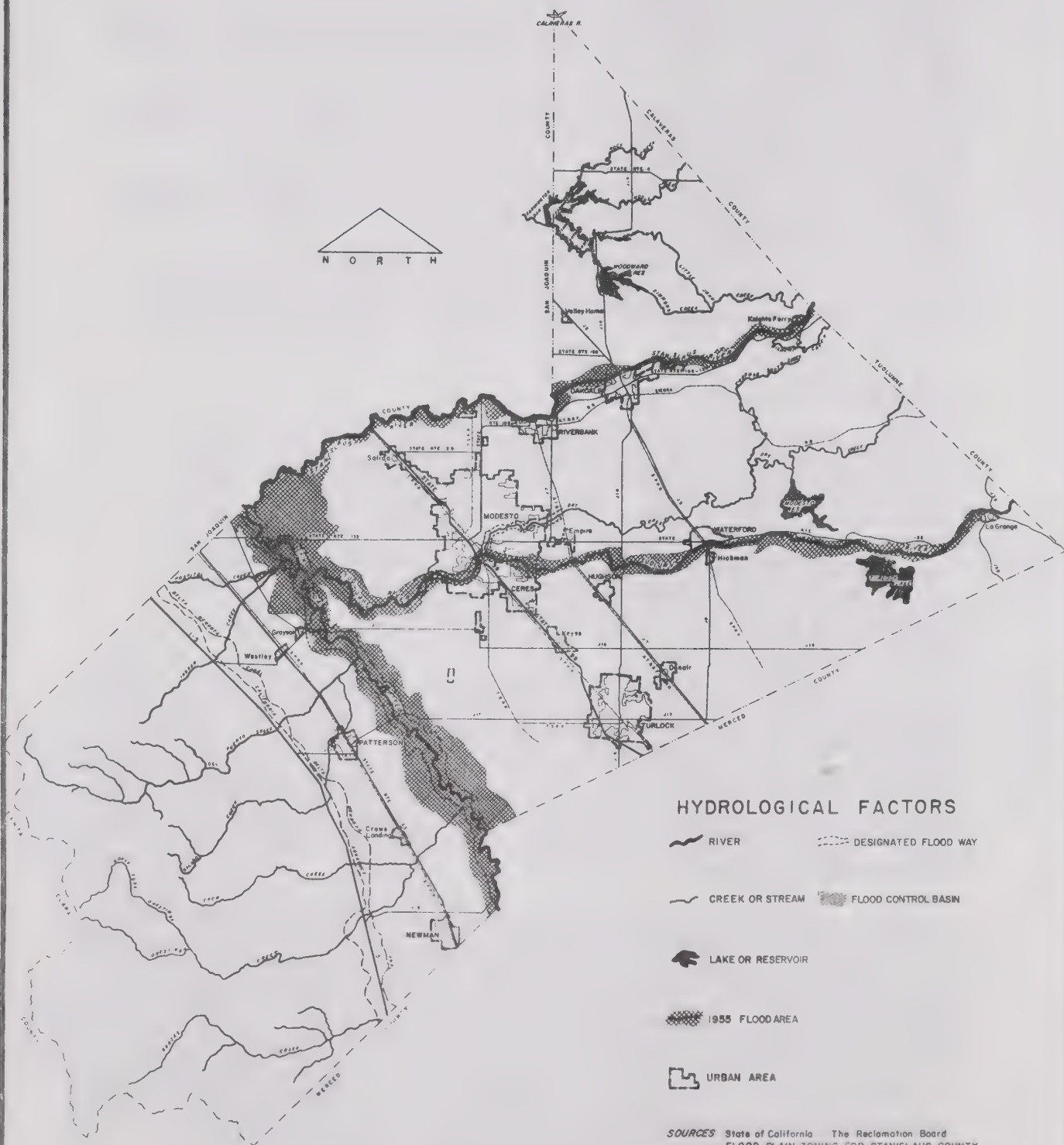
- . *The most prevalent hazard resulting from seismic activity is structural damage due to ground shaking.*
- . *Existing emergency structures such as communication centers, fire stations, and hospitals should be reviewed in terms of recent building code changes so as to minimize the possibilities of damage from seismic activity.*
- . *Close attention should be given to the ability of all new buildings constructed in the western portion of the County due to the identified potential seismic hazard.*
- . *Consideration should be given to the development of specific requirements for soils and/or geologic reports for all construction within areas designated subject to seismic hazards.*
- . *Zoning controls similar to the existing application of A-2-160 west-erly of I-5 represent an appropriate use of existing implementa-tion to reduce the incidence of damage resulting from seismic dis-turbance.*

3. Flood Hazard

Flooding has been a major problem throughout the history of Stanislaus County, particularly with the encroachment of urban growth into floodplains. Major floods have occurred in 1861, 1938, 1950, 1955 and 1969. Substantial action has taken place which reduce flooding hazards such as the New Don Pedro Dam on the Tuolumne River and the New Melones Dam currently under construction on the Stanislaus River near Jamestown. These dams should eliminate flood danger except under extremely unique circumstances.

The State Reclamation Board has identified and adopted flood-plains, defined in feet per second of flow, along the San Joa-quin River, Tuolumne River and portions of Dry Creek. Official designation for the Stanislaus River waits comple-tion of the New Melones Dam. Any non-agricultural encroach-ment into these areas requires a permit from the Reclamation Board, which will serve to prevent reduction in channel capac-ity of the waterways.

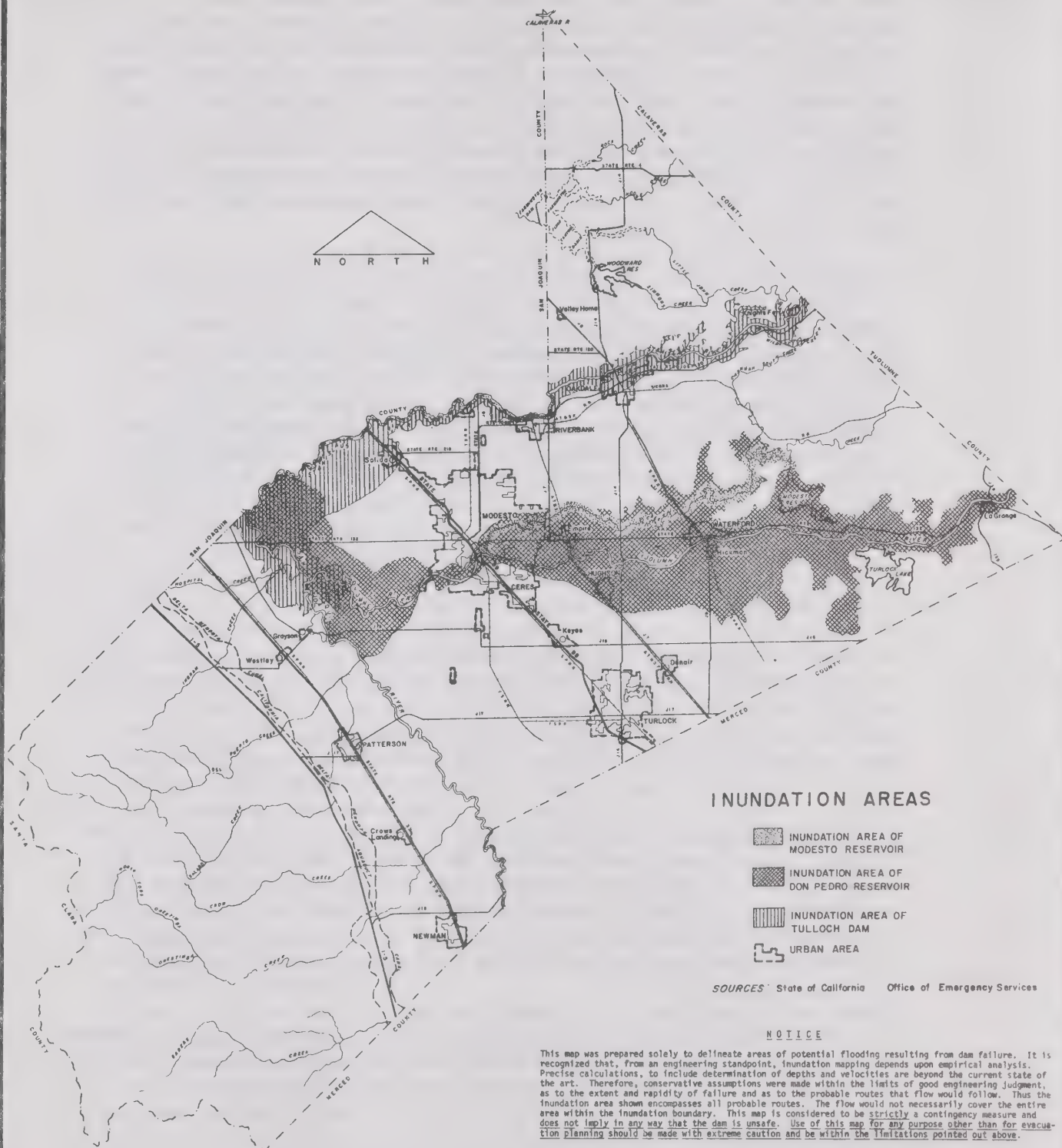
Another significant type of damage, which can result from earth-quake activity, is from flooding caused by dam failure. There are a number of dams, both in and out of the County on the east and west sides, which could produce flooding should they fail. There are requirements that the owners of dams prepare maps showing areas which would be flooded should the dams fail. Dam failure inundation maps have become available for Don Pedro and Modesto Reservoirs, although they are very general and give little useful information as to the exact dangers of dam failures. If more specific maps become available, they should be studied for emergency evacuation plans and routes to be adopted to protect persons living within the areas sub-ject to inundation.



HYDROLOGICAL FACTORS

- RIVER
- DESIGNATED FLOOD WAY
- CREEK OR STREAM
- FLOOD CONTROL BASIN
- LAKE OR RESERVOIR
- 1955 FLOOD AREA
- URBAN AREA

SOURCES State of California The Reclamation Board
FLOOD PLAIN ZONING FOR STANISLAUS COUNTY
 Stanislaus County Department of Planning and
 Community Development



CONCLUSIONS AND OBSERVATIONS

- . Much of the flooding problem with the County has already been eliminated. Aside from the construction of dams, other measures, including extensive levees along the San Joaquin River, the Farmington Flood Control Basin on Little John and Hoods Creeks, and adoption by Stanislaus County for an overlying floodplain zone base, have been used to reduce the hazards of flooding.*
- . Early consideration should be given to review of existing regulations and development and application of new techniques leading to the establishment of a zoning type of control restricting development within flood plains.*

4. Water Table

There are a number of areas within the County which have a relatively high water table that can cause problems if septic tanks are used. A high water table (often coupled with adverse absorptive qualities of the soil) can cause septic tank failures and possible deterioration of ground water quality resulting in health hazards. The westside communities of Grayson and Crows Landing depend entirely upon individual septic tanks in areas of high water table and poor soil percolation conditions. High water tables are also found around Turlock extending to the San Joaquin River.

CONCLUSIONS AND OBSERVATIONS

- . Within the urbanized areas of the westside, consideration should be given to the eventual development of sewer systems to replace septic tanks.*
- . The unincorporated fringe areas around Turlock, Newman and Patterson, although within areas of high water table, are protected against resulting health hazard due to the availability of urban sewer services extending from the unincorporated communities.*
- . The Land Use Element of the General Plan establishes prohibition against urban development within the fringe areas of such city except in connection with annexations which would result in the availability of public sewer facilities, therefore, substantially reducing the potential for creation of new health hazards due to dependency upon septic facilities in areas for soil percolation for high water table.*
- . Continued dependency upon County zoning regulations and Health Department standards with respect to minimum parcel sizes is essential to the continued prevention of health hazards associated with septic tank facilities in the rural areas of the County.*

5. Water Quality

Agricultural and urban water supplies for Stanislaus County originates from both ground water and surface water. Irrigation of agricultural land is the largest consumptive user of water in the County. The main sources of irrigation water are the three major rivers; the Stanislaus, Tuolumne and San Joaquin, which flow through the County. These rivers all contain water of excellent quality at their sources in the Sierra Nevada, but

as they flow through the Valley, their quality is impaired by each successive use. Both agricultural and domestic use and return contribute to this degradation. As flows decrease seasonally, concentrations of pollutants increase, particularly in the San Joaquin, which serves as a drain for return water and domestic and industrial wastes through the entire San Joaquin Valley. Quality of the Stanislaus is somewhat deteriorated at its confluence with the San Joaquin River. The Tuolumne's condition has deteriorated more than the Stanislaus due to agricultural return wastes and gas well wastes by the time it reaches the San Joaquin.

Groundwater is the major source of domestic and industrial water in Stanislaus County, and is used as supplemental water supply for irrigation. The quality of groundwater is determined by the geologic formations through which it filters and thereby cannot be controlled. However, it is utilized directly by people and can be controlled to that extent. Groundwater recharge occurs by water conducting through the gravels of major streams and rivers, seepage from reservoirs, irrigation and rainfall on well drained alluvial soils in the valley portion of the County.

The groundwater situation west of the San Joaquin River is substantially different from the rest of the County to the east. There are three major problems which exist: a rising perched water table, saline build-up in the soil and an increasing imbalance in the groundwater body. These conditions exist through combinations of canal seepage, excessive irrigation and poor quality irrigation waters. The cumulative effect of these problems can reduce crop yield and soil productivity. In attempting to reduce the salt imbalance, excessive amounts of water have been put in the soil, causing serious drainage problems.

The decreasing groundwater quality is having adverse effects on domestic water supplies as well as the agricultural lands. As groundwater becomes unacceptable for domestic use, other sources will have to be found. One solution that has been suggested is the use of water from the Delta Mendota Canal for domestic purposes. This water currently meets public health standards.

The groundwater east of the San Joaquin River does not have the serious problems that exist on the west side. Depth of the water table varies from only a few feet around Turlock to several hundred feet. The overall quality of groundwater is good, although some chemicals are present in varying amounts that might eventually cause some problems. Groundwater pumping around Modesto, improperly sealed wells, and past dairying practices have contributed to increasing concentrations of certain chemicals.

Around Modesto the overall groundwater supply appears good, except in the extreme eastern portion. Extensive pumping coupled with insufficient recharge (due to continued covering

of recharge areas with impervious surfaces) has created a cone of depression in the Modesto area water table. Urbanization of agricultural lands surrounding Modesto (which are also prime water recharge areas) will likely cause this cone of depression to continue to increase in size. Aside from lowering the amount of water available, this cone of depression has also caused an increase in the chloride levels of the groundwater. A better understanding of this situation should be available with the completion of a study of the Modesto Area groundwater situation by the U.S. Geological Survey, to be completed in the early 1980's.

CONCLUSIONS AND OBSERVATIONS

- . *The Stanislaus County Drainage Study should be followed in all matters concerning coordination of drainage within Stanislaus County.*
- . *The groundwater basin should be protected from sources of pollution, including excessive use of septic tanks in areas of high water table. Strict enforcement of the County abandoned well ordinance and development of regulations prohibiting the use of poor quality irrigation water from surface sources would minimize future water quality problems.*
- . *Surface water quality must likewise be improved. Water levels of the rivers should be at such a level year-round to reduce the concentration of pollutants. This solution source control and advanced water treatment for all types of water returned to the counties waterways should be considered. A countywide drainage study is currently underway that will hopefully lead to possible solutions for both rural and urban drainage problems.*
- . *Additional water sources for use in the County should be explored and caution should be exercised so as not to encourage the introduction of new uses which will depend upon large quantities of water in competition with the already minimal availability of water for agricultural purposes.*

6. Air Quality

Open space is beneficial to the air quality of an area. Large amounts of open undeveloped areas, including broad base and limited base agricultural lands contribute to air quality directly through the hydrogen oxygen cycle and indirectly by not generating pollutants. Some agricultural practices on extensively farmed land including burning, and use of agricultural hullers do contribute at times to an increased pollutant level. These activities are controlled however, by the local Air Pollution Control District, which allows agricultural burning on relatively clean air days. Limited base agricultural lands make no contribution to the degradation of air quality. Loss of agricultural open space to urbanization usually means the loss of oxygen producing plants, increased vehicular pollution and possible emission producing commercial or industrial land uses, and establishes requirements for regulation

of hulling practices. Ironically location of urban intensity development on low quality soils while logical from the aspect of prime agricultural preservation often results in scattered development patterns substantially increasing the amounts of air pollution resulting from vehicular emission.

CONCLUSIONS AND OBSERVATIONS

- . *Within Stanislaus County, the major source of air pollutants is vehicular emissions. This problem is currently handled in part by state and federal regulations as to allowable emission levels. Continuance of these standards should gradually lead to a significant decrease in vehicular emissions.*
- . *Industrial and agricultural sources of pollutants are likewise regulated by state, federal and county regulations.*
- . *County land use policies must be evaluated in terms of encouraging land use configuration which minimize dependency upon individual vehicle transportation and thus increased air pollution and maximize the feasibility of mass transportation facilities.*

CONFLICTS AND ISSUES

The guiding principle behind any plan and implementation program is its attempt to resolve some of the basic land use conflicts which have arisen during preparation of the plan. It should be mentioned that a total solution to the conflict problem will probably never be found. However, steps can be taken to minimize such conflicts.

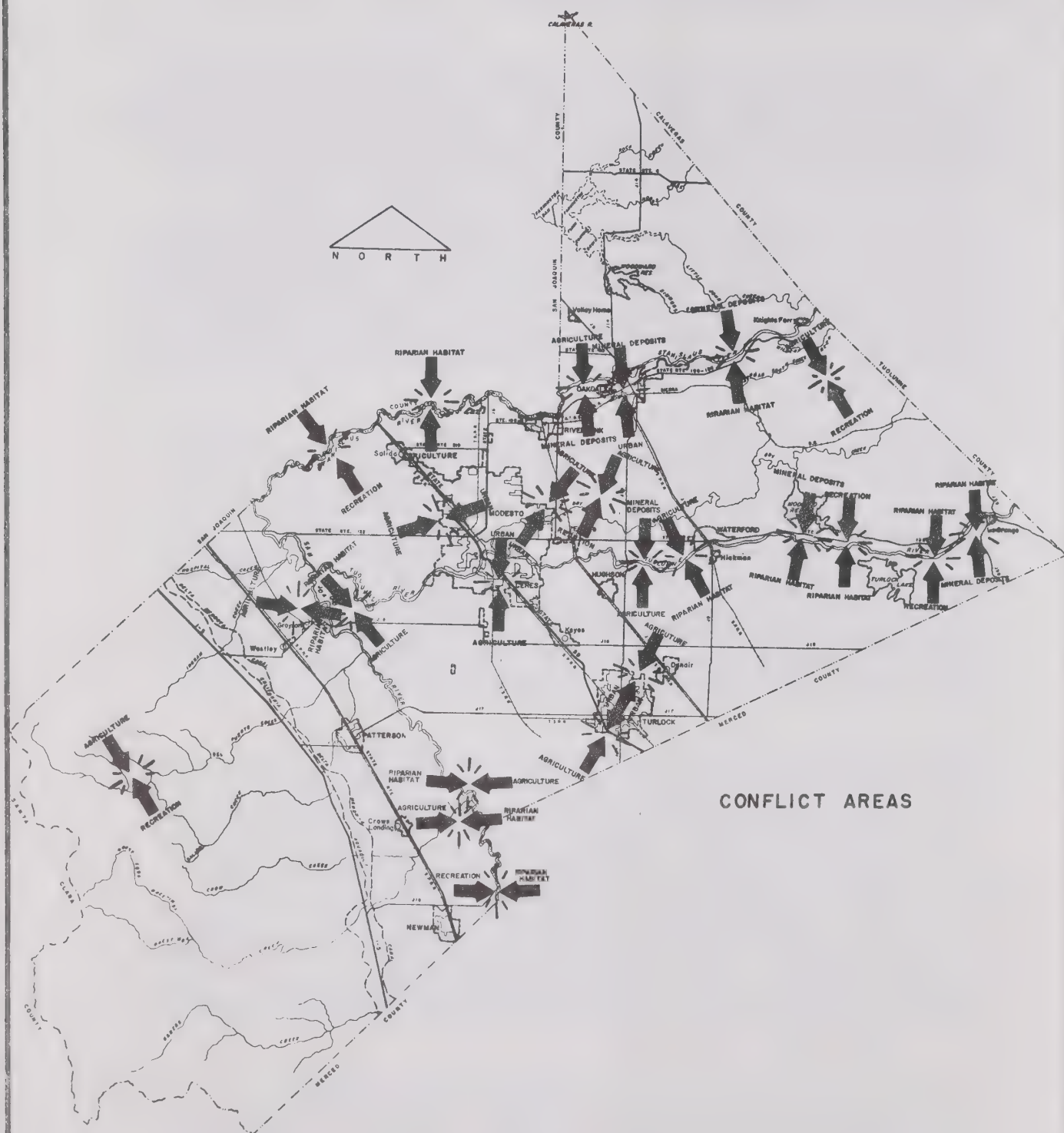
Areas of conflict in this County exist between the following: riparian habitat and extraction of mineral resources; riparian habitat and agricultural use; riparian habitat and recreational use; agricultural land and extraction of mineral resources; agricultural uses and recreational use; urban development and extraction of mineral resources and with the most obvious conflicts being between urban and agricultural land uses.

Simply stated, urbanization within Stanislaus County, particularly within the rapidly growing Modesto/Ceres urban area, is occurring on prime agricultural land. This results in the removal of prime agricultural land from production and loss of the soil resource. There are a number of other lesser conflicts between these two land uses as well. The Land Use Element of the General Plan has attempted to resolve this conflict by limiting urban growth to areas which can first be annexed to a city. The soil resource is still lost, but in a more orderly, controlled manner maintaining parcels in agricultural production longer than had previously been the case, and greatly reducing the ineffectiveness in land use characteristics of urban sprawl.

Another conflict previously indicated is between agriculture and the extraction of sand and gravel resources. Often these resources are found beneath prime agricultural soil and extraction of the resource can mean permanent loss of the soil resource. To minimize this conflict, it may be possible to encourage gravel pit operators to use the dredger tailings occurring along the Tuolumne and Stanislaus Rivers in the eastern portion of the County. It must also be acknowledged that these tailings, which are largely piles of cobbles, may not be readily suitable for all types of uses. It is also true that transportation costs to the areas where the materials will be used will be greater than if the materials were taken from agricultural areas closer to use areas.

In this County, sand and gravel extractions are permitted in all zoning classifications with a use permit. The use permit is a useful process that is utilized to mitigate conflicts and require rehabilitation. For example, a requirement to restore the excavation site to agricultural land would be an attempt at resolving the agricultural/sand and gravel extraction conflict.

The previous discussion points towards another basic conflict between



mineral extraction and the preservation of riparian habitat areas. Both, naturally occurring sand and gravel deposits and dredger tailings are found very close to the banks of the Stanislaus and Tuolumne Rivers, and seem to be visually contained within areas of riparian vegetation. One method of resolving this conflict is currently being utilized by the Corps of Engineers Lower Stanislaus River Preservation Program. The Corp is in the process of purchasing vegetation easements preventing permanent disturbance of vegetation for any reason. This would not allow removal of mineral resources or expansion of agriculture into the habitat. The County, with use permit authority over gravel extraction, is able to place conditions on gravel extraction operations for preventing permanent damage to riparian areas.

Another related conflict exists between riparian habitat areas and agricultural uses. In many instances, the agricultural uses have already replaced most of the riparian habitat within the County. At this time, only several thousand acres of riparian area remains along the County's waterways. Some of these areas are located such that further extension of farm land into them is not feasible, and they appear reasonably safe. The Lower Stanislaus River Preservation Program should protect much of the Stanislaus River habitat, but there still appear to be substantial amounts of habitat that may be removed along Dry Creek and the Tuolumne and San Joaquin Rivers. The agricultural General Plan designation and zoning currently on most of these areas is not sufficient to protect the riparian areas. There are numerous solutions to this problem, one might be a conservation zone placed on all properties which contain riparian or other unique natural resources. This zone would allow for continuation of all existing agricultural uses with a use permit required for any expansion which would involve removal of non-agricultural vegetation.

Recreational use of the river and the riparian areas can also be in conflict. Wildlife and vegetation are adversely effected by the introduction of large numbers of people into a natural area. A case in point is the new Tuolumne River Regional Park designated as a multi-purpose park to take advantage of its location along the river. Although the land will be permanently preserved, and some riparian areas maintained, there will certainly be an overall loss of wildlife habitat with implementation of the park. The need exists to balance the valid recreational needs of County residents with the need to preserve important wildlife areas. Careful park planning must take place to minimize conflicts while meeting needs.

CONSERVATION — OPEN SPACE PLAN

A. PLAN

The Conservation/Open Space Plan has evolved from the description of problems and possible solutions found in each section of the Element. The Plan Map graphically depicts these solutions by delineating broad areas which should be maintained for open space and conservation purposes. The Plan also recognizes existing urbanized areas and the additional areas needed to accommodate further growth. The implementation methods set forth in this Element assist in the guidance of urban growth and development, preservation of agricultural land, and conservation of natural resources. These methods should be followed to effectively maintain the areas designated on the Plan Map.

Areas delineated on the Plan Map consist of the following designations: Urban Centers; Proposed Urban Areas; Broad Base Agricultural Areas; Limited Base Agricultural Areas; Park Sites, Historical Sites; Hazard Areas; and Conservation Areas; and Scenic Highways. These areas and the policies that apply to them are discussed in more detail in the following paragraphs.

** Urban Areas are concentrations of development which provide a range of living, working, shopping, educational, recreational and cultural opportunities commensurate with their size and function. Urban areas range in size from a large regional center to a small rural center. These developed areas include the developed areas of cities, and developed areas adjacent to these cities, as well as unincorporated towns and other areas of urban type development.

** Proposed Urban Areas represent the area which a city or special service district has designated in their plans as possible growth areas. These expansion areas roughly coincide with the 20-year service boundaries established by the various jurisdictions. Also included are areas on the Land Use Element designated for non-agricultural usage and zoned accordingly.

** Broad Base Agricultural Areas are lands primarily used for tree and row crops, irrigated pasture, dairies and poultry operations. The majority of these lands have been designated as either "prime" or "potential prime" agricultural land by the Department of Water Resources for the State Office of Planning and Research. This designation takes into account soil grade and class, and the economic productivity of the land. These areas have been designated as agricultural on the Land Use Element and zoned for Exclusive Agriculture.

** Limited Base Agricultural Areas are lands which are used for range land and are nonirrigated. Lands in this category are generally the poorer soils, however, they can and do support poultry operations, feed lots, etc... These areas are also areas of water recharge and scenic beauty. The Land Use Element designation is agricultural with the appropriate zoning applied to preserve the natural resources and character of the area.

** Open Space Areas All of the following have been designated as open space: county regional parks, county neighborhood parks, state parks, county maintained fishing access areas, and bicycle paths maintained by the county and state. Most of these areas generally have unique physical characteristics and settings or offer preservation of unique vegetation, wildlife species or offer unusual recreational opportunities. The park system is implemented by acquisition and maintenance by the county and state. A preservation method new to this area is being utilized by the U.S. Army Corps of Engineers Lower Stanislaus Preservation Plan to preserve open space and riparian habitat by acquiring vegetation and flowage easements.

** Proposed Open Space Areas are areas in the 1966 County Recreation Plan designated for future park sites. Also included are the plans of the U.S. Army Corps of Engineer Lower Stanislaus Plan, and the State Department of Parks and Recreation Great Valley Plan. It has been determined that a Land Use Element designation of "Agriculture and Exclusive Agriculture" zoning are compatible for preserving future park sites.

** Conservation and Resources Management Area Resources Management Areas are areas of extremely valuable natural resources. In many instances these resources and the areas in which they are located are rapidly disappearing. Since many of the resources are finite assets, they are worthy of special consideration. It is the intent of this designation to provide for the preservation, maintenance, and enhancement of valuable natural and environmental resources while permitting compatible uses of land. Therefore in order to (1) protect and preserve land areas of managed production of natural resources, (2) preserve and enhance areas of significant unique natural features and areas for educational, scientific and archeologic research, and (3) maintain and enhance land areas necessary for the continued survival of valuable wildlife and vegetation, all proposed new uses should be subject to review. The review is not intended to preclude uses allowed within the zoning district, but to insure that new uses will not be unsightly, undesirable, or obnoxious to the extent that the new use will be detrimental to the resources.

With the exception of riparian habitat, designated Resource Management Areas should be encouraged to remain in open space or agriculture for the protection of the resource, as these uses with careful review can be compatible with many types of resources. Riparian habitat, a resource type included in the Resource Management Area designation, should remain as undisturbed as possible due to its significance as a wildlife habitat. It is County policy that no urban or residential development be permitted in riparian areas.

** Historical Areas are areas that have been designated as Historical on the Recreation Element of the General Plan prepared by the State Park and Recreation Department. Land Use within these areas is concerned with preservation of the attractive and appealing features in natural and man-made landscapes of historical significance. These areas may include the preservation of historical and architectural landmarks such as bridges and buildings made of indigenous materials. These structures give the County an architectural identity. Preservation of these areas is currently implemented through the Land Use Element designation of "Historical" and compatible historical zoning. Further protection and designation of new sites should be encouraged to come from the State Parks and Recreation Department.

** Hazard Areas are areas of existing natural and man induced hazards. Areas such as designated floodways as adopted by the Reclamation Board of the State of California Resources Agency, flood plains, areas of potential landslides, fault areas, and airport noise and clear zones are considered hazard areas. This hazard area designation is overlaid in areas where additional zoning or review and assignment of conditions is (required) necessary to minimize or eliminate such hazard. When appropriate, the following factors which should be considered with reviewing and assigning conditions to new uses in hazard areas are: Land use, parcel size, location of proposed use on parcel, height of use. Federal Aviation Agency approval/referral, U.S. Navy referral (Crows Landing), Reclamation Board approval/referral, underlying geology, impact on existing environment, and previous flooding.

- *Study and report on the possibility of purchase of vegetation easements similar to those being purchased by the Corps of Engineers on the Stanislaus River along the Tuolumne and San Joaquin Rivers.*
- *Adopt a conservation zone including every parcel adjacent to rivers and major streams allow continuance of uses but allowing no expansion of new uses without approval.*
- *Encourage Tuolumne River landowners, the State of California and others to help develop an overall program for preservation of the rivers, resources, including vegetation wildlife habitat, salmon spawning, water quality, etc.*
- *Study and report on the area on the eastern side of the County to determine areas which contain rare and/or endangered plants, particularly in vernal pools. Perhaps place this area in a conservation zone and/or general plan designation along with river/riparian areas.*
- *Amend county ordinance to require open space dedication for parks, and street tree planting in new residential areas of unincorporated communities of the County.*

** Scenic Highways are roadways designated as scenic. For a roadway

to be designated as "scenic", it must possess scenic value worthy of preservation and must be locally planned and zoned to preserve the character of corridor.

** . Proposed Scenic Highways Included are State highways and County highways having unique physical character. Much of the area surrounding these highways already have been planned and zoned to be compatible with existing state requirements. It would be a relatively easy task to apply for a Scenic State designation or to develop a County Scenic Highway designation.

B. Implementation

In conjunction with adoption of an open space/conservation map, a program of prioritized implementation methods should be adopted. These priorities will assist in implementing the map and make up the total plan. The program is divided into three categories; existing methods, easily instituted methods, and possible future implementation methods.

The "existing program" consists of methods which are currently being pursued and should be continued. It is as follows:

- *Continued use of the urban transition method of controlling and directing orderly growth of the cities.*
- *Continuation of existing park programs and County Regional Park Program.*
- *Continued use of the Williamson Act to preserve agricultural land, particularly in prime agricultural areas around the cities.*
- *Encourage Williamson Act Contracts on riparian areas to reduce tax pressures, which can cause conversion to other uses.*
- *Continued use of A-2-160 zoning on the west side of Interstate 5 to discouraging intensive uses until hazards from slope instability, seismic activity and fire can be mitigated.*
- *The County should attempt to work with the Corps and river landowners to assure reasonable use of the river by the public while providing maximum protection of the landowners property rights.*
- *Continued use of use permit and Environmental Impact Report requirements on excavations to minimize environmental conflicts.*
- *Develop criteria for Historical designation and continued use of the County Historical Site designation and further study to recognize other points of historical interest.*

The "easily instituted methods program" consist of methods which could readily be incorporated into the existing program with relative ease and minimum cost to the County.

- Request the Department of Transportation to study designated routes on the County Plan for possible designation as Scenic Highways.
- Encourage the owners of productive agricultural land to make comprehensive applications for agricultural zoning protection commensurate with the minimum agricultural economic unit within the area.
- Use various studies of drainage and groundwater problems presently being conducted to help develop a countywide water management program.
- Study various implications of locating wet industries in agricultural areas, using wash water for irrigation permanent agricultural land surrounding the actual plant.
- Study and report on the feasibility of adopting a county policy to encouraging use of dredger tailings as a sand and gravel resource before sand and gravel removal will be allowed from all other available sources.
- Require complete rehabilitation of any mineral excavation site, either for agricultural or recreational land use. Require posting of bond to assure compliance.
- Inspect all emergency services buildings within the County to assure their safety during an earthquake.
- Consider the adoption of a Conservation Area General Plan designation which would operate in a manner similar to Planned Development. It would have application along rivers and major streams and in areas of vernal pools or other unique resources.

"Possible future implementation methods" consist of programs which would require major study and commitment on the part of the County. They are as follows:

- Discourage the breakdown of agricultural land into small parcels. Elimination of any further use of the A-2-3 and A-2-5 zones should be encouraged. Allow easier combination of existing lots into larger agricultural units.
- Study and report on the possibility of purchase of vegetation easements similar to those being purchased by the Corps of Engineers on the Stanislaus River along the Tuolumne and San Joaquin Rivers.
- Adopt a conservation zone including every parcel adjacent to rivers and major streams allow continuance of uses but allowing no expansion of new uses without approval.

- Encourage Tuolumne River landowners, the State of California and others to help develop an overall program for preservation of the rivers, resources, including vegetation wildlife habitat, salmon spawning, water quality, etc.
- Study and report on the area on the eastern side of the County to determine areas which contain rare and/or endangered plants, particularly in vernal pools. Perhaps place this area in a conservation zone and/or general plan designation along with river/riparian areas.
- Amend county ordinance to require open space dedication for parks, and street tree planting in new residential areas of unincorporated communities of the County.
- Develop a Housing Maintenance Program to mitigate fire and open safety hazards in buildings.

APPENDIX

There are several state laws which may be of use in maintaining open spaces. The following are brief summaries of various means which can be used to implement an open space plan. Several would require detailed study to determine their feasibility and desirability for use in Stanislaus County:

Zoning Ordinance Setback Requirements (Section 65850, Government Code) - Setback requirements can be used to preserve some minimal privately usable open space in built-up areas, and could be used to protect fuel breaks, for scenic purposes, to protect natural water courses along minor streams, and to require that no structures be built in known fault zones that can be defined in precise terms. Setbacks do not require acquisition or dedication and do not lead to inverse condemnation if applied reasonably and uniformly.

Density or Cluster Zoning (Section 65866, Government Code) - This technique, often referred to as the Planned Development procedure, can be developed in an area, and permits county to work with the developer to determine where development should occur and what part of the site should remain as open space. The open space can be privately owned through a dedication to a property owner's association (preferably with an easement given to the County or open areas can be dedicated in fee or a combination of both techniques can be used. This technique can perhaps be used for development proposals around reservoirs or in other rural areas.

Natural Resource Zoning (Section 65850, and 65910, Government Code) - The most important example of natural resource zoning is agricultural zoning, which has been established in most areas designated as agricultural land on the Open Space Plan. Another possible recommendation of this plan is that the local jurisdictions should establish a Natural Resource Overlay Zone which would not prohibit all reasonable use of the land, including minor development, but would require that a finding be made prior to permit approval that there will be no resultant significant adverse affect to the natural resource in question. This should be tied into the environmental impact assessment procedures of the County. Environmental impact reports are required for all projects, public and private, which might have a significant effect on the environment.

Hazardous Land Zoning (Section 65850 and 65910, Government Code) - This type of zoning is based upon public safety consideration and can be applied where severe hazards have been identified such as land subject to flooding, unstable slopes and areas subject to seismic activity. This zoning may also reflect soils unsuited to septic tank use. Flood plain zoning does not necessarily deprive a landowner of all use of his land since often the area can be used for agriculture, recreation or other low risk purposes. The application of hazardous

land zoning, in addition to protecting the health and safety of the general public, can prevent unnecessary large scale public expenditures for such remedial measures as flood control channels and hillside retaining walls. Expenditures incurred in repairing public works and relief activities after a disaster has occurred, also can be prevented. Developments should not be allowed in unstable areas, and the onus should be placed upon the proponents of development to demonstrate the safety and appropriateness of their proposals.

Enforceable Restrictions (Article XXII, California Constitution and Section 421 Et. Seq. Revenue and Taxation Code) - Land subject to "enforceable restrictions" for open space purposes (such as California Land Conservation Act [Williamson Act] contracts and open space easements) can be assessed on the basis of its open space value rather than on its market value.

Open Space easements are another type of enforceable restriction. They can be required of developers as part of the approval of subdivision plans, possible in exchange for higher density development in the non-open space portion of the proposed site. The minimum period for open space easements is 20 years. However, in subdivisions, they can be in perpetuity.

Less Than Fee Purchase (Section 6950, Government Code) - The purchase of less than fee interests is normally handled through easements or covenants which permit the acquisition of certain specified rights (such as development rights) in the land without acquiring the fee simple title. One problem associated with less than fee purchase is that often the cost of purchasing the interest approaches the cost of the full fee, especially if the property has no other productive value such as agriculture. However, if used selectively and in the appropriate circumstances, substantial savings could be realized in preserving open space through the acquisition of less than fee interests.

Gift of Full Fee - Occasionally landowners who have a genuine interest in the land can be convinced to donate portions of their holdings to the public for open space. The donor can often retain a life estate in the land with the gift becoming effective upon his death. There are also several federal tax benefits which can be derived from the donation of land to the general public.

Negotiated Dedication (Section 11546, Business and Professions Code and Section 5078.9, Vehicle Code) - The State Subdivision Map authorizes cities and counties by ordinance to require the dedication of parkland, or the payment of a fee in lieu of dedicating land, at the time a subdivision map is approved. In an important court case, a park dedication ordinance which required dedication of land and/or fees for both neighborhood and community parks was upheld.

Purchase-Leaseback (Section 6953, Government Code) - This technique allows a local agency to purchase or otherwise acquire title to land and lease it back to the original owners, or other parties, with restrictions allowing only open space uses. This is particularly suitable for areas with productive value, such as agricultural lands. This not only accomplishes the goal of retention of agriculture, but

also retains large open areas in productive use at a relatively low cost to the governing body. Revenue bonds could be used to finance the original purchase could be retired by the lease income received by the local jurisdiction, rather than by property tax revenue. This is especially appropriate in areas of high intensity agricultural use. Revenue bonds do not require an election, although their interest rates are higher than general obligation bonds. In addition, it is likely that once the bonds are paid off, the revenue derived from the leases as well as from the possessory interest taxes will at least offset the loss of property tax revenues which would be received if the land were in private ownership. The longer the term on the lease, the closer possessory interest taxes will approach the levels of property taxes. There are also net cost savings to be gained by not extending urban facilities to urbanized areas which usually do not return enough tax revenue to pay for such extensions.

Purchase-Resale (Section 6953, Government Code) - In this case, the land is resold for private use subject to a covenant controlling the future use of the property. The local jurisdiction could permit open space use or development on only a segment of the property with the local agency capturing some of the speculative value if limited development were permitted. While purchase and resale of land to preserve open space is permitted by State law (Section 6953, Government Code), the legality of permitting only limited development is questionable; more specific enabling legislation may be required in this latter case.

Historical Conservation Contract (Section 50280, Government) - This section of the code allows a city or county to enter into a contract with the owner of an historic building to preserve the building from tax pressures to replace it. The contract, which is similar to a Williamson Act Land Conservation Contract, requires that the building or buildings be in an historic zone to restrict the use of the property to retain its historic characteristics. The contract also allows reasonable access by the public. In return, the property receives a lowered assessment based on the property's historic characteristics.

Surface Mining and Reclamation Act of 1975 (Article 1. General Provisions)

2710. This chapter shall be known and may be cited as the Surface Mining and Reclamation Act of 1975.

2711. (a) The Legislature hereby finds and declares that the extraction of minerals is essential to the continued economic well-being of the state and to the needs of the society, and that the reclamation of mined lands is necessary to prevent or minimize adverse effects on the environment and to protect the public health and safety.

(b) The Legislature further finds that the reclamation of mined lands as provided in this chapter will permit the continued mining of minerals and will provide for the protection and subsequent beneficial use of the mined and reclaimed land.

(c) The Legislature further finds that surface mining takes place in diverse areas where the geologic, topographic, climatic, biological,

and social conditions are significantly different and that reclamation operations and the specifications therefore may vary accordingly.

2712. It is the intent of the Legislature to create and maintain an effective and comprehensive surface mining and reclamation policy with regulation of surface mining operations so as to assure that:

(a) Adverse environmental effects are prevented or minimized and that mined lands are reclaimed to a usable condition which is readily adaptable for alternative land uses.

(b) The production and conservation of minerals are encouraged, while giving consideration to values relating to recreation, watershed, wildlife, range and forage, and aesthetic enjoyment.

(c) Residual hazards to the public health and safety are eliminated.

2713. It is not the intent of the Legislature by the enactment of this chapter to take private property for public use without payment of just compensation in violation of the California and United States Constitutions.

2714. The provisions of this chapter shall not apply to any of the following activities:

(a) Excavations or grading conducted for farming or onsite construction or for the purpose of restoring land following a flood or natural disaster.

(b) Prospecting for, or the extraction of, minerals for commercial purposes and the removal of overburden in total amounts of less than 1,000 cubic yards in any one location of one acre or less.

(c) Surface mining operations that are required by federal law in order to protect a mining claim, if such operations are conducted solely for the purpose.

(d) Such other surface mining operations which the board determines to be of an infrequent nature and which involve only minor surface disturbances.

2715. No provision of this chapter or any ruling, requirement, or policy of the board is a limitation on any of the following:

(a) On the police power of any city or county or on the power of any city or county to declare, prohibit, and abate nuisances.

(b) On the power of the Attorney General, at the request of the board, or upon his own motion, to bring an action in the name of the people of the State of California to enjoin any pollution or nuisance.

(c) On the power of any state agency in the enforcement or administration of any provision of law which it is specifically authorized or required to enforce or administer.

(d) On the right of any person to maintain at any time any appropriate action for relief against any private nuisance as defined in Part 3 (commencing with Section 3479) of Division 4 of the Civil Code or for any other private relief.

(e) On the power of any city or county to adopt policies, standards, or regulations imposing additional requirements on any person if the requirements do not prevent the person from complying with the provisions of this chapter.

(f) On the power of any city or county to regulate the use of buildings, structures, and land as between industry, business, residents, open space (including agriculture, recreation, the enjoyment of scenic beauty, and the use of natural resources), and other purposes.

2716. Any person may commence an action on his own behalf against the board or the State Geologist for a writ of mandate pursuant to Chapter 2 (commencing with Section 1084) of Title 1 of Part 3 of the Code of Civil

Procedure to compel the board or the State Geologist to carry out any duty imposed upon them pursuant to the provisions of this chapter.

2717. The board shall submit to the legislature on December 1st of each year a report on the actions taken pursuant to this chapter during the preceding fiscal year. Such report shall include a statement of the actions, including legislative recommendations, which are necessary to carry out more completely the purposes and requirements of this chapter.

2718. If any provision of this chapter or the application thereof to any person or circumstance is held invalid, such invalidity shall not affect other provisions or applications of the chapter which can be given effect without the invalid provision or application, and to this end the provisions of this chapter are severable.

Article 2. Definitions

2725. Unless the context otherwise requires, the definitions set forth in this article shall govern the construction of this chapter.

2726. "Area of regional significance" means an area designated by the board pursuant to Section 2790 which is known to contain a deposit of minerals, the extraction of which is judged to be of prime importance in meeting future needs for minerals in a particular region of the state within which the minerals are located and which, if prematurely developed for alternate incompatible land uses, could result in the permanent loss of minerals that are of more than local significance.

2727. "Area of statewide significance" means an area designated by the board pursuant to Section 2790 which is known to contain a deposit of minerals, the extraction of which is judged to be of prime importance in meeting future needs for minerals in the state and which, if prematurely developed for alternate incompatible land uses, could result in the permanent loss of minerals that are of more than local or regional significance.

2728. "Lead agency" means the city or county which has the principal responsibility for approving a surface mining operation pursuant to this chapter.

2729. "Mined lands" includes the surface, subsurface, and ground water of an area in which surface mining operations will be, are being, or have been conducted, including private ways and roads appurtenant to any such area, land excavations, workings, mining waste, and areas in which structures, facilities, equipment, machines, tools, or other materials or property which result from, or are used in, surface mining operations are located.

2730. "Mining waste" includes the residual of soil, rock, mineral, liquid, vegetation, equipment, machines, tools, or other materials or property directly resulting from, or displaced by, surface mining operations.

2731. "Operator" means any person who is engaged in surface mining operations, himself, or who contracts with others to conduct operations on his behalf, except a person who is engaged in surface mining operations as an employee with wages as his sole compensation.

2732. "Overburden" means soil, rock, or other materials that lie above a natural mineral deposit or in between mineral deposits, before or after their removal by surface mining operations.

2732.5. "Permit" means any authorization from, or approval by, a lead agency, the absence of which would preclude surface mining operations.

2733. "Reclamation" means the combined process of land treatment that minimizes water degradation, air pollution, damage to aquatic or wildlife habitat, flooding, erosion, and other adverse effects from surface mining operations, including adverse surface effects incidental to underground mines, so that mined lands are reclaimed to a usable condition which is readily adaptable for alternate land uses and create no danger to public health or safety. The process may extend to affected lands surrounding mined lands, and may require backfilling, grading, resoiling, revegetation, soil compaction, stabilization, or other measures.

2734. "State policy" means the state policy for the reclamation of mined lands adopted pursuant to Section 2755.

2735. "Surface mining operations" means all, or any part of, the process involved in the mining of minerals on mined lands by removing overburden and mining directly from the mineral deposits, open-pit mining of minerals naturally exposed, mining by the auger method, dredging and quarrying, or surface work incident to an underground mine. Surface mining operations shall include, but are not limited to:

- (a) Inplace distillation or retorting or leaching.
- (b) The production and disposal of mining waste.
- (c) Prospecting and exploratory activities.

Article 3. District Committees

2740. In carrying out the provisions of this chapter, the board may establish districts and appoint one or more district technical advisory committees to advise the board. In establishing districts for these committees, the board shall take into account physical characteristics, including, but not limited to, climate, topography, geology, type of overburden, and principal mineral commodities. Members of the committees shall be selected and appointed on the basis of their professional qualifications and training in mineral resource conservation, development and utilization, land use planning, mineral economics, or the reclamation of mined lands.

2741. The members of the committee shall receive no compensation for their services, but shall be entitled to their actual and necessary expenses incurred in the performance of their duties.

Article 4. State Policy for the Reclamation of Mined Lands

2755. On or before January 1, 1977, the board shall adopt state policy for the reclamation of mined lands in accordance with the general provisions set forth in Article 1 (commencing with Section 2710) of this chapter and pursuant to Chapter 4.5 (commencing with Section 11371) of Part 1 of Division 3 of Title 2 of the Government Code.

2756. State policy shall apply to the conduct of surface mining operations and shall include, but shall not be limited to, measures to be employed by local governments in specifying grading, backfilling, resoiling, revegetation, soil compaction, and other reclamation requirements, and for soil erosion control, water quality and watershed control waste disposal, and flood control.

2757. The state policy adopted by the board shall be based upon a study of the factors that significantly affect the present and future condition of mined lands, and shall be used as standards by local governments in preparing specific and general plans, including the conservation and land use elements of the general plan, and zoning ordinances. The state policy shall not include aspects of regulating surface mining operations which are solely of local concern, and not of statewide or regional concern, as determined by the board, such as, but not limited to, hours of operation, noise, dust, fencing, and purely aesthetic considerations.

2758. Such policy shall include objectives and criteria for all of the following:

(a) Determining the lead agency pursuant to the provisions of Section 2771.

(b) The orderly evaluation of reclamation plans.

(c) Determining the circumstances, if any, under which the approval of a proposed surface mining operation by a lead agency need not be conditioned on a guarantee assuring reclamation of the mined lands.

2759. The state policy shall be continuously reviewed and may be revised. During the formulation or revision of such policy, the board shall consult with, and carefully evaluate the recommendations of, the State Geologist, any district technical advisory committees, concerned federal, state, and local agencies, educational institutions, civic and public interest organizations, and private organizations and individuals.

2760. The board shall not adopt or revise the state policy unless a public hearing is first held respecting their adoption or revision. At least 30 days prior to such hearing, the board shall give notice of the hearing by publication pursuant to Section 6061 of the Government Code.

2761. (a) On or before January 1, 1977, and, as a minimum, after the completion of each decennial census, the Office of Planning and Research shall identify urban and urbanizing portions of the following areas within the state subject to urban expansions or other irreversible land uses:

(1) Standard metropolitan statistical areas and such other areas for which information is readily available.

(2) Other areas as may be requested from time to time by the board.

(b) In accordance with a time schedule, and based upon guidelines adopted by the board, the State Geologist shall classify, on the basis solely of geologic factors, and without regard to existing land use and land ownership, the areas identified by the Office of Planning and Research, and such other areas as may be specified by the board, as one of the following:

(1) Areas containing little or no mineral deposits.

(2) Areas containing significant mineral deposits.

(3) Areas containing mineral deposits, the significance of which requires further evaluation.

(c) As it is completed by county, the State Geologist shall transmit such information to the board for incorporation into the state policy and for transmittal to lead agencies.

2762. (a) Within 12 months of receiving the mineral information described in Section 2761, and also within 12 months of the designation of an area of statewide or regional significance within its jurisdiction, every lead agency shall, in accordance with state policy, establish mineral resource management policies to be incorporated in its general plan which will:

(1) Recognize mineral information classified by the State Geologist and transmitted by the board.

(2) Assist in the management of land use which affect areas of state-wide and regional significance.

(3) Emphasize the conservation and development of identified mineral deposits.

(b) Every lead agency shall submit proposed mineral resource management policies to the board for review and comment prior to adoption.

(c) Any subsequent amendment of the mineral resource management policy previously reviewed by the board shall also require review and comment by the board.

(d) Prior to permitting a use which would threaten the potential to extract minerals in an area classified by the State Geologist as an area described in paragraph (3) of subdivision (b) of Section 2761, the lead agency may cause to be prepared an evaluation of the area in order to ascertain the significance of the mineral deposit located therein. The results of such evaluation shall be transmitted to the State Geologist and the board.

Article 5. Reclamation Plans and the Conduct of Surface Mining Operations

2770. Except as specified in Section 2776, no person shall conduct surface mining operations unless a permit is obtained from, and a reclamation plan has been submitted to, and approved by, the lead agency for such operation pursuant to this article.

2771. Whenever a proposed surface mining operation is within the jurisdiction of two or more public agencies, is a permitted use within the agencies, and is not separated by a natural or manmade barrier coinciding with the boundary of the agencies, the evaluation of the proposed operation shall be made by the lead agency in accordance with the procedures adopted by the lead agency pursuant to Section 2774. In the event that a dispute arises as to which is the lead agency, any public agency which is a party to the dispute may submit the matter to the board; and the board shall designate the lead agency, giving due consideration to the capability of such agency to fulfill adequately the requirements of this chapter.

2772. The reclamation plan shall be filed with the lead agency on a form provided by the lead agency, by any person who owns, leases, or otherwise controls or operates on all, or any portion of any mined lands, and who plans to conduct surface mining operations thereon. The reclamation plan shall include the following information and documents:

(a) The name and address of the operator and the names and addresses of any persons designated by him as his agents for the service of process.

(b) The anticipated quantity and type of minerals for which the surface mining operation is to be conducted.

(c) The proposed dates for the initiation and termination of such operation.

(d) The maximum anticipated depth of the surface mining operation.

(e) The size and legal description of the lands that will be affected by such operation, a map that includes the boundaries and topographic details of such lands, a description of the general geology of the area,

a detailed description of the geology of the area in which surface mining is to be conducted, the location of all streams, roads, railroads, and utility facilities within, or adjacent to, such lands, the location of all proposed access roads to be constructed in conducting such operation, and the names and addresses of the owners of all surface and mineral interests of such lands.

(f) A description of and plan for the type of surface mining to be employed and a time schedule that will provide for the completion of surface mining on each segment of the mined lands so that reclamation can be initiated at the earliest possible time on those portions of the mined lands that will not be subject to further disturbance by the surface mining operation.

(g) A description of the proposed use or potential uses of the land after reclamation and evidence that all owners of a possessory interest in the land have been notified of the proposed use or potential uses.

(h) A description of the manner in which reclamation, adequate for the proposed use or potential uses will be accomplished, including: (1) a description of the manner in which contaminants will be controlled, and mining waste will be disposed; and (2) a description of the manner in which rehabilitation of affected streambed channels and streambanks to a condition minimizing erosion and sedimentation will occur.

(i) An assessment of the effect of implementation of the reclamation plan on future mining in the area.

(j) A statement that the person submitting the plan accepts responsibility for reclaiming the mined lands in accordance with the reclamation plan.

(k) Any other information which the lead agency may require by ordinance.

2773. The reclamation plan shall be applicable to a specific piece of property or properties, and shall be based upon the character of the surrounding area and such characteristics of the property as type of overburden, soil stability, topography, geology, climate, stream characteristics, and principal mineral commodities.

2774. Every lead agency shall adopt ordinances establishing procedures for the review and approval of reclamation plans and the issuance of a permit to conduct surface mining operations. Such procedures shall require at least one public hearing and periodic inspections of surface mining operations, and may include provisions for liens, surety bonds, or other security to guarantee reclamation in accordance with the reclamation plan. Such ordinances shall be continuously reviewed and revised, as necessary, in order to ensure that such ordinances are in accordance with state policy. Lead agencies shall notify the State Geologist of the filing of an application for a permit to conduct surface mining operations.

On request of a lead agency, the State Geologist shall furnish technical assistance to assist in the review of reclamation plans.

2775. (a) An applicant whose request for a permit to conduct surface mining operations in an area of statewide or regional significance has been denied by a lead agency, or any person who is aggrieved by the granting of a permit to conduct surface mining operations in an area of statewide or regional significance, may, within 15 days of exhausting his rights to appeal in accordance with the procedures of the lead agency, appeal to the board.

(b) The board may, by regulation, establish procedures for declining to hear appeals that it determines raise no substantial issues.

(c) Appeals that the board does not decline to hear shall be scheduled and heard at a public hearing held within the jurisdiction of the lead agency which processed the original application within 30 days of the filing of the appeal, or such longer period as may be mutually agreed upon by the board and the person filing the appeal. In any such action, the board shall not exercise its independent judgement on the evidence but shall only determine whether the decision of the lead agency is supported by substantial evidence in the light of the whole record. If the board determines the decision of the lead agency is not supported by substantial evidence in the light of the whole record it shall remand the appeal to the lead agency and the lead agency shall schedule a public hearing to reconsider its action.

2776. No person who has obtained a vested right to conduct surface mining operations prior to January 1, 1976, shall be required to secure a permit pursuant to the provisions of this chapter as long as such vested right continues; provided, however, that no substantial changes may be made in any such operation except in accordance with the provisions of this chapter. A person shall be deemed to have such vested rights if, prior to January 1, 1976, he has, in good faith and in reliance upon a permit or other authorization, if such permit or other authorization was required, diligently commenced surface mining operations and incurred substantial liabilities for work and materials necessary therefore. Expenses incurred in obtaining the enactment of an ordinance in relation to a particular operation or the issuance of a permit shall not be deemed liabilities for work or materials.

A person who has obtained a vested right to conduct surface mining operations prior to January 1, 1976, shall submit to the lead agency and receive, within a reasonable period of time, approval of a reclamation plan for operations to be conducted after January 1, 1976, unless a reclamation plan was approved by the lead agency prior to January 1, 1976 and the person submitting the plan has accepted responsibility for reclaiming the mined lands in accordance with the reclamation plan.

Nothing in this chapter shall be construed as requiring the filing of a reclamation plan for, or the reclamation of, mined lands on which surface mining operations were conducted prior to January 1, 1976.

2777. Amendments to an approved reclamation plan may be submitted detailing proposed changes from the original plan. Substantial deviations from the original plans shall not be undertaken until such amendment has been filed with, and approved by, the lead agency.

2778. Reclamation plans, reports, applications, and other documents submitted pursuant to this chapter are public records, unless it can be demonstrated to the satisfaction of the lead agency that the release of such information, or part thereof, would reveal production, reserves, or rate of depletion entitled to protection as proprietary information. The lead agency shall identify such proprietary information as a separate part of the application. Proprietary information shall be made available only to the State Geologist and to persons authorized in writing by the operator and by the owner.

A copy of all reclamation plans, reports, applications, and other documents submitted pursuant to this chapter shall be furnished to the State Geologist by lead agencies on request.

2779. Whenever one operator succeeds to the interest of another in

any incompleated surface mining operation by sale, assignment, transfer, conveyance, exchange, or other means, the successor shall be bound by the provisions of the approved reclamation plan and the provisions of this chapter.

Article 6. Areas of Statewide or Regional Significance

2790. After receipt of mineral information from the State Geologist pursuant to subdivision (c) of Section 2761, the board may by regulation adopted after a public hearing designate specific geographic areas of the state as areas of statewide or regional significance and specify the boundaries thereof. Such designation shall be included as a part of the state policy and shall indicate the reason for which the particular area designated is of significance to the state or region, the adverse effects that might result from premature development of incompatible land uses, the advantages that might be achieved from extraction of the minerals of the area, and the specific goals and policies to protect against the premature incompatible development of the area.

2791. The board shall seek the recommendations of concerned federal, state, and local agencies, educational institutions, civic and public interest organizations, and private organizations and individuals in the identification of areas of statewide and regional significance.

2792. Neither the designation of an area of regional or statewide significance nor the adoption of any regulations for such an area shall in any way limit or modify the rights of any person to complete any development that has been authorized pursuant to Part 2 (commencing with Section 11000) of Division 4 of the Business and Professions Code, pursuant to the Subdivision Map Act (Division 2 (commencing with Section 66410) of Title 7 of the Government Code), or by a building permit or other authorization to commence development, upon which such person relies and has changed his position to his substantial detriment, and, which permit or authorization was issued prior to the designation of such area pursuant to Section 2790. If a developer has by his actions taken in reliance upon prior regulations obtained vested or other legal rights that in law would have prevented a local public agency from changing such regulations in a way adverse to his interests, nothing in this chapter authorizes any governmental agency to abridge those rights.

2793. The board may, by regulation adopted after a public hearing, terminate, partially or wholly, the designation of any area of statewide or regional significance on a finding that the direct involvement of the board is no longer required. (State Statutes, Ch. 9, Div. 2, P.R.C.)

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CIRCULATION

PURPOSE OF THE CIRCULATION ELEMENT

California Government Code (Section 65302 (b)) requires each county and city to prepare, as part of their general plan, a circulation element. This element shall describe the location and extent of existing and proposed major thoroughfares and transportation routes. Defined according to General Plan Guidelines, circulation is the process whereby people and commodities move in a planning area.

The term "circulation" includes more than an evaluation of streets and highways; it also includes an analysis of bicycle and pedestrian paths, air terminals, railroad routes, pipelines, electrical transmission lines and goods movement, etc. Each area will be discussed briefly in this element, however, these areas of concern will be more fully investigated as part of the Stanislaus Area Association of Government's Work Program for the Regional Transportation Plan.

SCOPE OF THE CIRCULATION ELEMENT

The circulation system, which provides for the movement of people and goods, to, from, and within Stanislaus County is a part of the framework upon which the physical, economic, and social character of the County is built. It is important that major circulation routes and facilities be planned well in advance of community development, so that they can unite the various activities proposed by the General Plan. The circulation system in Stanislaus County consists of road and street network, public transit, bikeways, airports and railroads.

Development of these facilities is based on the needs generated by future land use and represents the anticipated needs of each area when fully developed to the uses and densities proposed by the General Plan. This element has also been coordinated with the function of the County's Public Works Department plus each of the incorporated communities located throughout the County.

With the implementation of the modified Land Use Element in 1975, growth and development in the unincorporated areas of the County is somewhat limited. Redesignation of a major portion of the County from an A-1 (Unclassified) to A-2-10 (Exclusive Agricultural) zoning classification coupled with a reduction in parcel splitting has compelled a closer evaluation of the circulation system. There has been a change in the demand for an enlarged circulation system by changing the land use pattern.

Some roads, for example, projected in prior plans to be major roads are no longer needed or their function has greatly changed.

One of the greatest deficiencies in the circulation element is that it depicts the network of roads and highways at some idealized point in the future. Some of the roads shown on circulation maps may never be built; others may not be constructed for several decades based on need, traffic volume, and the current oil crisis. The proposed circulation element presents a realistic representation of what the future transportation system will look like.

PAST TRANSPORTATION PLANNING

A number of transportation studies have been conducted within Stanislaus County. In 1956, the State Division of Highways published a detailed report of traffic in the Modesto-Ceres Urban Area. The report was the basis for planning Highway 99 in the metropolitan area. In 1960, the Cities-County Advance Planning Staff conducted an elaborate study of the major street systems and traffic movements within the County. This study was eventually employed in the preparation of the Circulation Element portion of the 1966 General Plan. Since 1970, the State Department of Transportation (CALTRANS) has been conducting, with the cooperation of the Stanislaus Area Association of Governments and its member agencies, a county-wide transportation study.

In 1972, the State of California enacted legislation requiring the adoption, by April 1, 1975, of a Transportation Plan in each of the State's planning regions. The Transportation Plan for Stanislaus County, which was prepared under the auspices of Stanislaus Area Association of

Governments, was adopted in March, 1975, by SAAG. The Plan is multi-modal in nature.

RELATIONSHIP OF THE CIRCULATION ELEMENT TO OTHER GENERAL PLAN ELEMENTS AND THE ENVIRONMENT.

The circulation element is unique; unlike the other general plan elements, it has a relationship to all its counterparts. The circulation element acts as a thread that binds the general plan together. Each element and the environment will be identified and its relationship to the circulation element will be discussed in the following paragraphs so that the impact of the circulation element in relation to planning practices might be more clearly defined.

Land Use

Land use planning requires that the necessary goods and people are able to be transported between two points. Densities of residential areas require people to be moved to and from urban residential and commercial working areas, while commercial and industrial facilities also require the movement of goods to and from other urban areas. Adequate planning of circulation systems is necessary to accomplish this basic concept.

Inside the urban areas, networks of roads, public transit and alternative modes of travel must be continually upgraded to accommodate the continual growth and higher use requirements for these facilities. Outside of urban areas, these same facilities must be located in such a manner as to serve the outlying residents and provide links between major transportation terminals.

Circulation can be a factor in controlling urban uses. Poor or unsafe vehicle access can limit the proper site usage while an over abundance of circulation patterns may cause confusion and wasted land area. Careful planning is needed so that the circulation system complements residential and commercial uses through the proper provision and control of vehicular access.

Housing

Although housing is only one portion of land use planning, the detailing of circulation for each individual household can enhance the residential desirability of any area. Designated street widths with full improvements insure the resident that drainage, parking, driving habits, pedestrian and bicycle travel and adequate access to property, will be consistent with circulation designations and available throughout the urban area. Availability of public transportation throughout the urban area is also essential to provide everyone the opportunity to choose housing within their neighborhood of preference.

Open Space and Conservation

For the continued preservation of our natural resources and agricultural lands, appropriate circulation provides another important function. Rural circulation is necessary for the transporting of food and fiber for processing and marketing. Rural circulation should be recognized for its primary use and not as a means to promote parcelization and rural urbanization that creates conflicts with the continuation of good agricultural management.

Areas of natural resources can contain many points of scenic beauty and recreational areas. Circulation access to these points can provide the individual with the opportunity to experience relaxation and enjoyment, yet through regulated vehicle access these areas can be preserved for future generations.

Safety and Siesmic Safety

The underlying factor with all circulation systems is to provide for the safety of the individual at all times. Many State and Federal regulations have been imposed to help in this area and engineering and construction techniques are utilized at the local level. Circulation systems also provide a means of safety as they deliver services. Police, fire, ambulance, and other public services are provided to most urban dwellers through a circulation system. Making sure that these services can reach each individual with a minimum of delay is an important safety factor in the design of the circulation element. Existing evacuation routes from the effects of flooding, siesmic activity or other natural disasters should be coordinated into the circulation system. Construction of any circulation system should take into account the stability of the surface beneath. Known siesmic areas on the west side of the County should be recognized in the planning stages of any new transportation routes.

Noise

Circulation system vehicles are major contributors of noise. Although many devices and controls have been placed on vehicles that travel these systems, they can still be the cause of a major noise source. Continued testing is being done to reduce noise at the source but airports, railroads

and motorized vehicles will continue to provide noise and must be treated as a conflict with certain land use designations. Noise impacts can be mitigated through the proper integration of circulation and land uses and by the construction of barriers to contain and direct noise away from conflict areas.

Scenic Highways

Scenic highways are one facet of the overall circulation system. They are part of, or closely related to, those areas identified for preservation in the open space or conservation elements. Construction or renovation of circulation systems under this designation should take care not to disturb the scenic qualities that have been identified, and to minimize the impact of construction to the natural landscape.

The Environment

Many aspects of the environment have already been mentioned in the discussion of the general plan elements, but the physical aspects of air quality, plant and animal habitats, and community appearance will be mentioned in this section.

Many state and federal regulations are working to reduce the amount of pollutants coming from vehicles. Efficient public transit and effective land use planning, that keeps the residence to work trip to a minimum, can also help to maintain an acceptable standard of air quality. The increased use of bicycles for home to work trips has had some positive effect in preserving air quality in many areas.

Construction of circulation routes or facilities within riparian areas,

plant and animal habitats, and other areas of natural wildlife refuge should be avoided. Regulated access to such areas for recreation, scenic or wildlife study should also be well planned so as to minimize the disturbance of critical areas by noise, pollutant, or construction.

Programs in urban areas to maintain circulation systems are important to the overall beauty and economy of the community. Resurfacing, replacing of broken or damaged elements, screen and landscape planting, sweeping and litter pick up are all contributing factors to the upgrading of the environment.

The above relationships between the circulation element, the general plan and the environment are essential factors that should be taken into account when developing a circulation plan.

I. STREETS AND HIGHWAYS

A. Stanislaus County Circulation System

Stanislaus County has a well planned system of streets and highways. The Stanislaus County Circulation Element is intended to provide an overall high level of service to highway users. This network is designed to provide for the safe and efficient movement of people and goods within, to, and from the region. The street and highway system exists to satisfy the circulation needs of the people and is made up of the following classifications:

Freeways

The function of freeways is to provide for mobility. They have no direct land service function. Access is restricted to streets via interchanges, and generally to primary arterials only. Freeways serve through traffic with long trip lengths traveling at high speeds. Freeways are divided highways. Freeways also are used in urban areas for local circulation. Freeway traffic in urban areas peaks during to and from work commute hours. Continuous movement, with opposing traffic separated by wide medians, or barriers allows traffic on freeways to move at higher speeds than on expressways or arterial streets.

In urban areas, access is generally limited to one-mile intervals; in rural areas interchanges are linked to major county roads permitting high speeds to be maintained with safety.

In Stanislaus County, Interstate 5 and State Route 99 are built to full freeway standards (one exception on State Route 99 is the area between the cities of Ceres and Turlock). The remaining State Routes (4, 33, 108, 120, 132, 165, and 219) that traverse the County are not built to freeway status. They form the basic network for movement in and through the County, tying together the cities and serving the major traffic generators. These routes will be improved with additional lanes when future funding becomes available and volume demands. The proposed East Side Freeway, whose general route was depicted on the previous County circulation

map, has no projected timetable for funding. Due to the current highway funding crisis, future construction of this freeway appears questionable.

Expressways

Expressways are facilities that provide for through traffic movement with limited direct access to abutting property. Expressways serve a similar function to that of freeways - the fast and safe movement of people. Expressways are usually for shorter trips, however, and they do not have the same inter-county and inter-state significance as do freeways. Design standards require controlled access.

Only two expressways are shown on the County's circulation element. These are Briggsmore Avenue and Golden State Boulevard. The Briggsmore Avenue project was a joint project including the City of Modesto and the County. Crows Landing Road has undergone major improvements in the last few years. The area between Freeway 99 and Whitmore has been improved to a 4-lane road with turning lanes. Even though it is designated as an expressway, it is functioning as a 100 foot wide arterial street. Golden State Boulevard from the city limits of Turlock has controlled access at various locations and is designed to remain as an expressway.

Major Streets

Major streets have a primary function of moving traffic but, unlike freeways, they have a secondary function of land access. Trip lengths on the system are medium to long. Major arterial streets are generally four-lane streets constructed on rights-of-way of 80-100 feet with a paved median for turning and separation of opposing traffic.

Major streets collect and distribute traffic from highways to collectors and local streets. Arterial spacing is generally at one-half mile intervals as shown on the circulation element. This system was established many years ago based on the division of land by sections. However, it does not predetermine transportation design standards.

Collector Streets

Collectors serve a dual function by providing both land access and mobility. Trips made on collectors are usually of medium length. Collectors serve as transition facilities, providing a medium level of traffic service between high and low-level systems. Opposing traffic is not separated, and most are 2-lane roads with 60 feet rights-of-way.

Local Streets (Minor)

Local roads and streets serve as land access facilities. They constitute the largest part of the County's circulation system. These facilities provide direct access to adjacent development. Trip lengths are normally short, and traffic volumes are usually small and should not be used for through traffic. Local or minor streets are 2-lane streets with 50 or 60 foot rights-of-way. To residents on these streets, the volume, frequency of noise, and safety is very important. The quality of these streets may make the difference between a desirable or an undesirable neighborhood. Local streets are not shown on the attached circulation maps based on their importance in the total regional scheme.

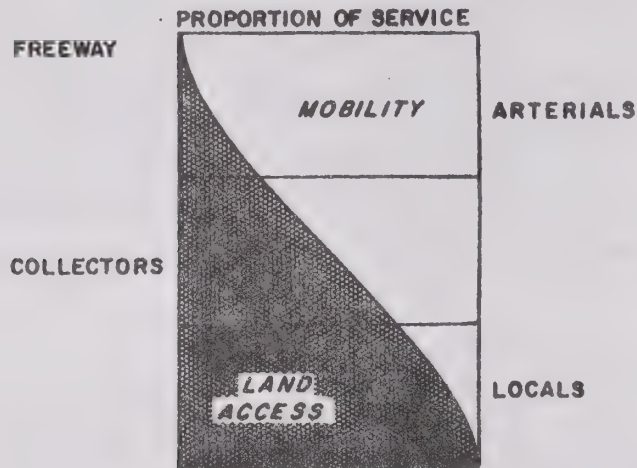
"Scenic Highway" Designations

Scenic highways are designated as "scenic" by virtue of the aesthetic landscapes and panoramas offered the viewer. Interstate 5 is the only adopted scenic highway in Stanislaus County. State Highway 132 is proposed to be included as a scenic highway but has not received official state designation at this time. Orange Blossom Road has also been suggested to be involved as a scenic road. Standards for official designation of scenic highway rest on the analysis, planning and protection of the scenic corridor through which the highway traverses. Although the emphasis of the scenic highway element is on the designation of state highway routes as scenic routes, this does not preclude local agencies from developing and adopting local scenic designations on county routes. Scenic Highway designation is an overlay and not a separate street classification.

Street Cross Sections

Stanislaus County has developed standards for the widths of roadways, and rights-of-way as well as horizontal and vertical alignments. These standards or typical street sections are shown in appendix B.

RELATIONSHIP OF FUNCTIONALLY CLASSIFIED SYSTEMS IN SERVING TRAFFIC MOBILITY AND LAND ACCESS



The above classifications of streets is not applied with absolute uniformity throughout all parts of the County, simply because there are functional differences between urban and rural roads, and between the roads of one city and those of another. Thus the kind of road that might be designated a local street in the urbanized area might be designated a collector in a small town; or what might be a collector in one area would be designated an arterial in another. Some inconsistencies are inevitable and unavoidable if only because circulation elements have emerged from local planning processes and therefore reflect local goals, needs, and interpretations.

The designations 'freeway', 'expressway', 'major arterial', 'collector' and 'local' are not the same designations as one

used for State and Federal funding purposes, for funding, what is known as the maintained mileage system classified streets into the following categories: 1) State Select System; 2) Federal-Aid Urban System; 3) Federal-Aid Primary System; and 4) Federal-Aid Secondary System.

B. Existing Street and Road Pattern

The basic pattern of the road grid in Stanislaus County is a system of east-west and north-south section line roads in the valley portion of the County. In the foothills of the eastern part of the County and the mountains to the west, very few roads exist. In the valley portion of the County, the grid system is interrupted by the diagonal pattern generated by Highway 99, Southern Pacific and Santa Fe Railroads. West of the San Joaquin River, the grid pattern of roads is parallel to the river. These major arterials form the foundation for the development of the urban communities in the County.

The road pattern seems to be very well adopted to the use land pattern, partially because one assisted in generating the other. In the valley portion of the County, adequate access by hard surface roads is provided to nearly every individually-owned parcel in the agricultural area. Few private roads are necessary to complete the access from public roads to all properties in the County. However, proceeding into the foothills and mountain area, progressively fewer roads are utilized. The density of roads decreases, but then, the size of parcels increases greatly also.

C. Ordinances

The Subdivision Ordinance provides for street and highway right-of-way standards in some detail. The minimum width of major, collector, local and other specialized street types is specified. These street types are defined primarily by traffic and access function.

Various lesser minimum right-of-way widths are provided under specified circumstances for deadend, cul-de-sac, minor, part width, and short streets, as well as for frontage or service roads. The Subdivision Ordinance also prescribes street intersection angles, corner radii, maximum grades and curves, block length, and circumstances in which walkways, off street parking areas, and street continuations will be provided.

The zoning ordinance contains requirements for structure setback for all zoning districts in the County. The general requirement is that all structures be set back a minimum of 15 to 20 feet from the edge of the right-of-way depending on zoning and type of structure.

D. Dedication Requirements

When land is subdivided or otherwise divided into small parcels in Stanislaus County or when buildings are constructed, existing zoning and subdivision regulations provide for the dedication of strips of land for eventual public road use within or adjacent to the development. As right-of-way is needed, it is obtained either by dedication or purchase. The requirement

that subdividers and developers dedicate street rights-of-way, utilities easements, school sites, etc., is nothing new in our law since it has been done for centuries. Revised laws allow for the continuation of this practice.

Although dedication incurs additional cost to the purchaser, however, in most cases, the amenities created bring additional value to the parcel at the time of sale. Since the County's subdivision ordinance is quite detailed in its provisions regarding dedication and definitions thereof, no further explanation is set forth simply because it would be a duplication of effort.

Funds for the acquisition of road right-of-way come from Highway Users Tax Funds which are allocated to the County each month from the State Controller, transportation funds from sales tax, fines, bonds, and interests. It is obvious that if road rights-of-way are not dedicated by those persons dividing or developing land, then they will have to be purchased with some of these county road funds. Since these funds are used for maintenance and replacement, as well as for the acquisition of right-of-ways, it can be seen that any money utilized for the acquisition of road right-of-ways in new developments will make less money available for the maintenance and construction of the county road system elsewhere. Road right-of-way acquisition policies in new developments encompass the possibility of further development beyond these particular pieces of property and usually require the provision of a road right-of-way 'through the property' to adjoining properties in order to provide access in the future.

The right-of-way agent, a staff member of the County Public Works Department, has the duty of negotiating, based upon an appraisal, with the property owners for the purchase of additional right-of-way when road construction is contemplated by the County and when dedications have not been made through the requirements of the zoning ordinance, building ordinance, subdivision or parcel map laws.

E. The Select System of County Roads

To be eligible for funds allocated and apportioned under Section 2106 and 2107 of the Motor Vehicle Fuel License Tax Law, each county (and city) must file a report with the State Department of Transportation indicating its select system of county roads in accordance with Section 186.3 of the State Streets and Highway Code. The select system, and any subsequent modification, must be approved by the Department. Stanislaus County first designated its select system in 1964. The system was revised in 1967 and again in 1972. The County road system consists of 1647 maintained miles of road; 582 are select and 1065 are local streets and roads.

The primary reason for the select system requirement is to ensure that local road systems are coordinated with each other and with the state highway system. Any route included in the select system of county roads or city streets shall meet one or more of the following criteria:

- (a) It must provide an important traffic connection to a

route in the state highway system.

- (b) It must be an important traffic lateral between two or more routes in the state highway system.
- (c) It must afford substantial traffic relief to one or more routes in the state highway system.

Any route not qualifying, or only partially qualifying, under any one or more of the foregoing criteria may be included in the select system for the county only upon a showing of cause by the county in its report and upon a determination by the department that sufficient cause exists for the inclusion of the route in the system.

F. Official Plan Lines

Official Plan Lines, also called 'specific plans', have been prepared for a number of roads in the County and adopted by the Board of Supervisors. To date, 19 specific plans have been prepared with Orange Blossom Road being the latest adopted by the Board of Supervisors.

Adoption of specific plan line shows the intent of the County to widen these streets to the specified width at some future time. Once adopted, building activity is prohibited inside the established setback lines. The adoption of a specific plan line is for the purpose of establishing and protecting the right-of-way for needed street widening extension. Another important feature of specific plans is that they are established to prevent any unnecessary removal of buildings. Every effort is made to avoid existing buildings and structures whenever possible.

Dedication and improvement for a street with an adopted plan line will not always be an equal distance from the existing centerline on both sides of the street. This is the usual practice on local and collector streets. When a building line lies within the lot area occupied by an existing structure nothing happens for the time being, but if the owner of that building tears it down and replaces it with a new structure, he is required to erect the new building in conformance with the established plan line.

Specific plans for the eventual widening of a road has important advantages of minimizing the cost to the county in the future. If new structures are permitted to be constructed in the proposed right-of-way, the county will be obligated to purchase portions of buildings and land lying within the proposed street line. Adoption of official plan lines requires foresight because the process is a slow one. A number of years may elapse before the last building, or even a majority of the buildings, are set back to the adopted line. Building setbacks may cause hardships to the first buildings that are required to be set back of the new line because they appear to be placed at the back of a parcel with old buildings projecting in front of them on both sides. Experience with building setback lines for street widening purposes is necessary for planning of proper circulation patterns.

The following list contains official plan lines adopted by the Board of Supervisors:

- Brighton Avenue - approved 5-19-71 (also approved by City of Modesto 8-27-69) between Scenic and Wylie Drive, realignment. (90 ft.)
- Claus Road - approved 2-23-71 from Highway 132 to Highway 108. (100 ft.)
- Coffee Road - approved 6-26-62 from Orangeburg Avenue to Sylvan Road. (90 ft.)
- Crane Road - approved 10-24-67 from Patterson Road to Highway 108. (110 ft.)
- Crows Landing Road - approved 9-28-71 from Whitmore Avenue to Freeway 99. (100 ft.)
- Crows Landing Road - approved 7-11-72 from West Main Avenue to Whitmore Avenue. (100 ft.)
- Hatch Road - approved 3-9-71 from Highway 99 to Mitchell Road. (100 ft.)
- Hatch Road - approved 8-16-60 from Carpenter Road to Crows Landing Road. (90 ft.)
- Hawkeye Road - approved 4-20-65 from Highway 99 to Berkeley Avenue. (90 ft.)
- McHenry Avenue - approved 3-31-64 from Claribel Road to Patterson Road. (110 ft.) Approved 2-18-69 from Patterson Road to the Stanislaus River. (110 ft.)
- McHenry Avenue - approved 3-31-64 from Briggsmore Avenue to Claribel Road. (110 ft.)
- Monte Vista Avenue - approved 3-24-64 from Highway 99 to Berkeley Avenue. (110 ft.)
- North Olive Avenue - approved 9-23-69 from Canal Drive to Monte Vista Avenue. (90 ft.)
- Orange Blossom Road - approved 10-76 (portions only) from Rodden Road to Knights Ferry. (80 ft. wide road - primary emphasis is to lengthen short radius curves.)
- Paradise Road - approved 1-17-61 from Sutter Avenue to Dunning Lane. (80 ft.)
- Scenic Drive - approved 5-17-66 from Modesto City Limits to Oakdale Road. (80 ft.)
- Staniford-Sylvan Avenues - approved 4-20-71 from Highway 99 to Claus Road. (100 ft.)

Yosemite Boulevard - approved 12-18-73 from Modesto City Limits to Waterford City Limits. (100 ft.)

Zeering Road - approved 3-23-65 from Highway 99 to Hawthorne Street. (90 ft.)

In addition to the above adopted plan lines, the zoning ordinance sets forth width requirements in the absence of an adopted plan line for State Highway 33, Kiernan Avenue, Santa Fe Avenue and State Highway 108 between McHenry Avenue and the City of Riverbank.

G. J Routes

The "J" system is a state numbering and lettering system for interconnecting roads between two or more counties. This is a state wide system that was established approximately 18 years ago. Because roads and streets change names from one jurisdiction to the next, and in many cases change within a county, this system was established to allow routes to be shown on road maps more clearly using symbols rather than road names.

The counties immediately adjacent to Stanislaus County use the letter "J", whereas in counties further north and south, letters such as "A" and "N" are used. The individual counties install and maintain the signing for "J" routes without any direct assistance from the state.

The primary purpose of this system was for identification of county roads and gives continuity to streets and roads with changing names. The numbers used in conjunction with the established letter was set at the programs inception. The system is not that prevalent under today's classification or function, however, it has a lot of merit for the traveling public.

II. STATE HIGHWAY SYSTEM IN STANISLAUS COUNTY

The backbone of the highway network is the State highway system, whose function is to carry the bulk of inter-regional traffic. With a few exceptions, the routes included in the State highway system are those established by the State approximately sixty years ago. The State highways are in better condition than the local County road system. The following brief summaries give information on State highways traversing Stanislaus County.

State Highways

Route 4

This State highway serves as a transportation link for travelers with origins and designations in other counties. This route crosses the northern portion of the county in an east-west direction approximately 6 miles north of Woodward Reservoir. This route is important to recreational travelers from Stanislaus County and other areas in the State. Route 4 starts at Hwy. 80 in Hercules and terminates at Hwy. 89 near Markleeville.

Route I-5

Interstate 5 provides a major service for north-south travelers, serves the interregional travel need of Stanislaus County residents. East-west county corridors connect with I-5 to provide access to this freeway.

Route 33

This State Highway serves as an important transportation link for residents in Grayson, Westley, Patterson, Crows Landing, and Newman since it passes through or near their cities. Route 33 runs generally parallel to I-5 in a north-south direction. This route originates in San Joaquin County and terminates in Ventura County.

Route 99

This State Route is one of the major north-south freeways running through the County, connecting Stanislaus County with the north and south central San Joaquin Valley areas. Route 99 passes through Salida, Modesto, Ceres, Keyes,

and connect urban areas, and connects with major county roads and other state roads. This includes linkage with Highway 1, Griggsmore Avenue, Route 132, Hatch Road, Highway 99, Keyes Road, West Main, and others.

Route 10

Route 10 carries a high volume of traffic, particularly in the Modesto Urbanized Area. This route is heavily developed with commercial uses in the Modesto area and is a major north-south road. The cities of Modesto, Riverbank and Oakdale are located on this route which also carries a large number of recreational travelers from Stanislaus County and other areas of the State.

Route 120

State Route 120 is the main route leading to the Sierra Mountain Range. This route is important not only to eastern Stanislaus County residents, but is important to recreational travelers from this county and other areas of the State. This route is heavily used as evidenced by the variety of recreational activities offered in the Sierra's, particularly Yosemite National Park.

Route 132

State Route 132 is one of the main east-west routes of travel currently running from I-5 580 passing through the cities of Modesto and Waterford and LaGrange. This route is primarily a two lane road which is important to recreational travelers enroute to Modesto Reservoir, Turlock Reservoir, Lake Don Pedro and Yosemite National Park.

Route 165

Route 165 (Lander Avenue) runs from Hwy. 99 in Turlock, south through Los Banos to I-5. This route is primarily a two-lane road, partly in Stanislaus and is not a major travelled way for most residents.

Route 219

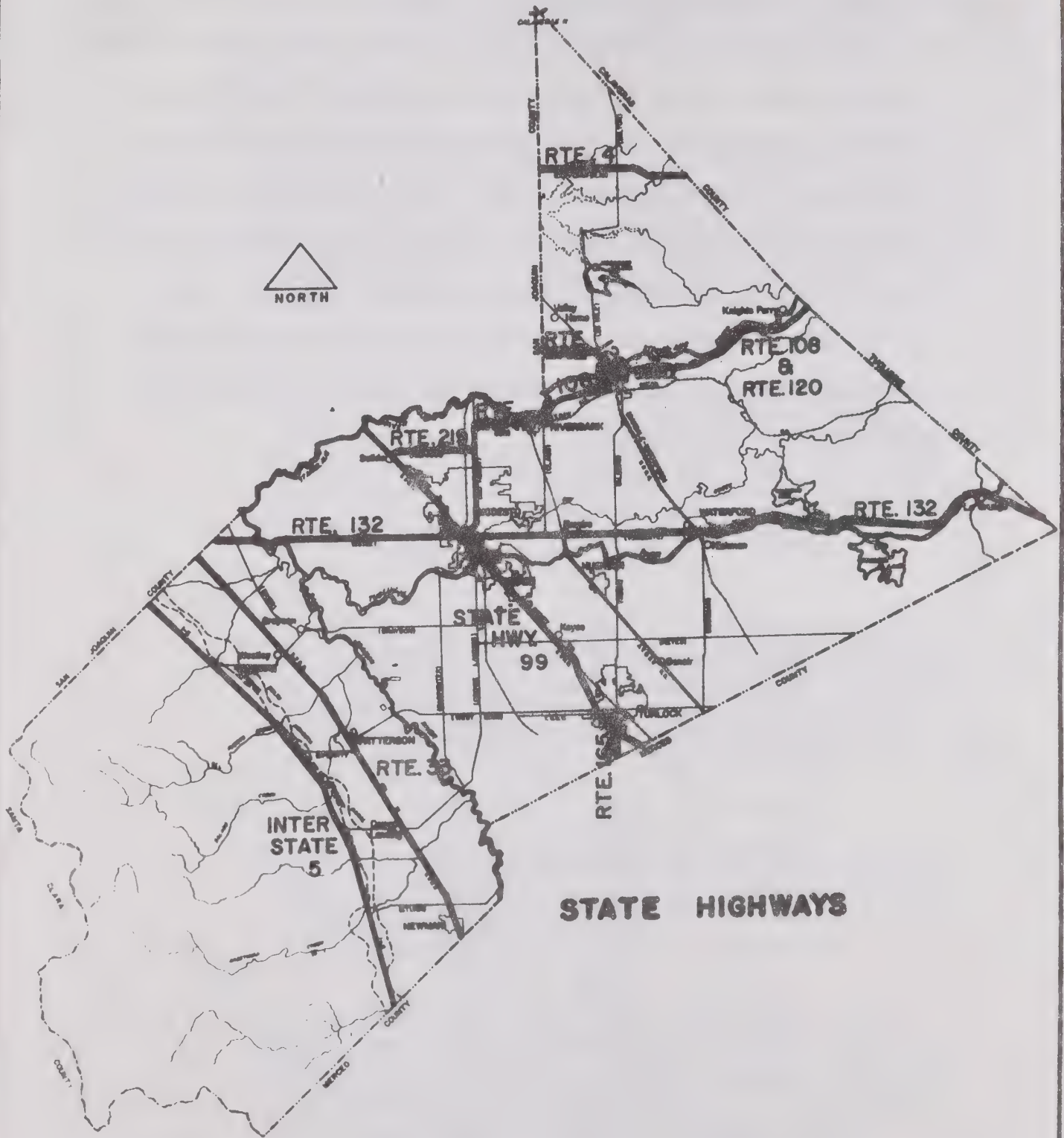
Route 219 is the shortest State route within Stanislaus County. This route, only 4.7 miles long, runs from Route 99 at Salida to State Highway 108. This is an important route for motorists who want to detour from the traffic congestion in Modesto. This route not only serves through traffic, but also serves the agricultural community located in this area. Industries located in Riverbank and Oakdale use this route for movement of both raw materials and finished products.

The State of California, Department of Transportation (CALTRANS) monitors State Highway deficiencies using a system similar to the County's. A priority index number is developed as an expression of a project priority. In addition, CALTRANS maintains a computerized log, for each section of state highway, by post-mile, which gives up-to-date information on geometrics, capacity adequacy, level of service, proposed improvements, accident data, and project cost data. This listing shows the projected year that volume will reach or exceed capacity on any link, and this "flags" the segment as a potential trouble spot.

TABLE
STATE HIGHWAYS - STANISLAUS COUNTY
CURRENT

Highway	Length	Classification
		1. Stanislaus County Circulation Element 2. California Functional Classification
Route 4	8.89 (2 Lanes)	1. Major 2. Arterial
Route 1-5	27.9 (4 Lanes)	1. Freeway 2. Interstate (Principal Arterial)
Route 33	27.2 (2 Lanes)	1. Major 2. Major Collector
Route 99	25.3 (4-6 Lanes)	1. Freeway 2. Principal Arterial
Route 108	15.7 Miles (2 Lanes)	1. Major 2. Major Collector
Route 120	15.83 Miles (2 Lanes)	1. Major 2. Major Collector
Route 132	51.1 (2-4 Lanes)	1. Major 2. Minor Arterial
Route 165	1.4 (2 Lanes)	1. Major 2. Major Collector
Route 219	4.7 (2 Lanes)	1. Major 2. Major Collector
TOTAL MILES	178	

SOURCE: TRANSPORTATION DEPARTMENT, CALTRANS, DISTRICT 10, APRIL, 1977



STATE HIGHWAYS

A. Route 132 Freeway

In September of 1975, the State Highway Commission voted on a notice of intention to abandon the proposed State Route 132 freeway because of lack of funds for future construction, and to sell rights-of-way accumulated at a cost of \$650,000 over a period of years.

State, City, and County plans were to use the corridor as a connector between Freeway 99 and Interstate 5 and move traffic off Maze Boulevard east of the San Joaquin River. The decision by the Commission would mean continued traffic congestion along the east portion of Maze. Maze carries some 6800 vehicles per day which includes many heavy trucks. The traffic on Maze rumbles past three schools in and out of Modesto, stopping and starting at several traffic signals.

Due to a lack of funds for construction, the Commission was prepared to sell the acquired right-of-way for the long planned freeway for about \$250,000. Modesto and County officials were quick to protest. The Stanislaus County Board of Supervisors on October 9, 1975, adopted a resolution opposing abandonment of Route 132 and selling the land.

Approximately one year after the initial proposal by the State Highway Commission to abandon plans to construct the State Route 132 Freeway, the Commission changed its mind about selling the existing purchased right-of-way. The Commission indicated the right-of-way would be retained despite uncertainties as to the freeway's eventual construction.

After officials of Stanislaus County and the City of Modesto opposed the abandonment, the Commission asked City and County officials to protect the unpurchased right-of-way from intrusions through additional hardship purchases if necessary. The local exposure is expected to be minimal since the state already owns most of the right-of-way, and it runs through an exclusive agricultural district. No activities other than farming are likely to happen in the area. If the freeway were to be built, or some other transportation use devised for the route, the local agencies would be reimbursed for any expenses they had accumulated in protecting the right-of-way.

The State Route 132 Freeway had been on the books 15 years when it was redesigned in 1971. West of the San Joaquin River, two sections of the freeway are already built, one where it joins Interstate 580 and the other where it passes under Interstate 5. The San Joaquin River Bridge was designed and built as one side of the future freeway - twin bridge was to be built later. Interchanges were planned at Gates, Hart and Carpenter Roads plus Freeway 99.

The freeway was originally proposed for 12 miles between Modesto and the San Joaquin River in 1956. In all, 270 acres of right-of-way has been purchased for the highway. All would have been sold under the State Highway Commission's proposal.

III. STREET AND ROAD FINANCING

The method by which Federal and State monies are disbursed for streets and highways is constantly changing. Federal and State statutes, municipal ordinances and policies all determine how tax money is to be spent on road construction and improvements, usually years in advance. Certain monies can be spent only on certain types of roads; different funding sources require different amounts of local matching funds; and there are different classification systems for roads, depending on the funding source. Attempts to impose a nationwide uniform classification system ignore local realities. A road classification system that serves the needs of a large metropolitan city may not serve the needs of an agricultural region such as Stanislaus County.

It is difficult, given the large number of laws and regulations and the different road classification systems, to devise an integrated circulation system that coincides with the state and national system. It is even more difficult for citizens and the uninformed who are being granted a voice in the local planning issues, to institute changes in the circulation network - changes that best serve local needs.

Following is a summary of Federal and State funding programs for roads and highways.

A. Federal Funds

The passage of the Federal-Aid Highway Act of 1973 (S. 502) marked a major change in the law governing expenditures from the

Highway Trust Fund. Portions of the Trust Fund (supplied by taxes on gasoline and other automobile products) may now be used for bus and rail projects as well as for highways. The act also makes general treasury revenues available for mass transit.

The following list describes the major provisions of the Act which has affected all federal aid highway programs since its inception.

1. National System Interstate Highways. Because the national network of Interstate highways is in the final phase of completion, the Federal - Aid Highway Act of 1973 shifted funding emphasis from Interstate highways to the construction and reconstruction of other types of highways. In Stanislaus County, the construction of I-5 marked the completion of the County's portion of the interstate highway system. No other interstate construction projects are planned for this county.
2. Federal-Aid Urban D System. This road system, which was formerly limited to principal urban arterials, was expanded by the 1973 Act to include high traffic volume arterial and collector routes, and access roads to airports and transportation terminals. The roads comprising the Urban System are to be designated in each "urbanized" area (over 50,000 population) and in other "urban areas" (over 5,000 population) selected by state highway departments. The Act amended the definition of "urbanized" and "urban" areas such that state and local officials may adjust the boundaries of urban and urbanized areas. In urbanized areas, the routes under the Urban System must be in accordance with the comprehensive transportation planning process. What is significant about the Urban System appropriations is that some of the revenue may be spent on mass transit systems. Beginning in 1975, urban areas were able to use up to \$200 million of the \$800 million appropriation for the purchase of buses (30% local match required). In 1976, the entire apportionment of Urban Systems funds will be available for the construction or improvement of mass transit facilities, including bus and rail transit (30% local match required.) Federal money distributed to urban areas is to be used on the urban classified system for engineering, construction, and right-of-way are allocated to both counties and cities.
3. Federal-Aid Primary-Rural System. The roads comprising this system are rural arterial routes and their extensions into or through urban areas. The intent of the Act was to provide

funding for an adequate system of connected main roads that are important to interstate statewide, and regional travel. The Federal apportionment to the states is based on a three-part formula: 1/3 rural land area, 1/3 population of rural areas, and 1/3 rural postal mileage routes.

4. Federal-Aid Secondary-Rural System. Major rural collector routes form the Secondary-Rural System. Appropriations for this system uses the same formula used for Primary-Rural roads, though states may transfer up to 30% of their apportionments for Federal-Aid Primary and Secondary roads between category.
5. Other, Such as Forest Highways, Forest Development Roads and Trails, Park Roads and Trails. Funds appropriated for forest highways may be used for bicycle and pedestrian routes. Also, funds are available for demonstration projects for public transit of passengers in rural areas.
6. Federal Off-Road Program. Federal-aid for safer off-system roads is available to cities and counties for the construction, reconstruction, and improvement (including, but not limited to, the correction of safety hazards, the replacement of bridges, and the elimination of high-hazard location and roadside obstacles) of any toll-free road, which is not on any Federal-Aid system and which is maintained by a public authority and open to public travel. Appropriations for this program require 83% federal and 17% local.
7. 90-10 Railroad Crossing Protection Program. This program as the name implies is a railroad crossing protection program. This federal funded program provides for the installation of approved railroad protection apparatus such as gates, flashing lights, etc. Appropriations for this program is 90% federal and 10% local.
8. Special Bridge Project. This federal funded program is for the replacement of deficient bridges on Federal-aided routes. A state-wide priority list is assembled and is worked on as funds become available. The funding is 83% federal and 17% local match.

On any Federal-Aid System (whether urban or rural) funds may be used for the construction of exclusive or preferential bus lanes, for highway traffic control devices, for bus passenger loading areas and facilities, and for transportation corridor parking facilities that serve bus or mass transit passengers.

What this means to both citizens and planners involved in the transportation planning process is that roads and transit projects must be in harmony with each other. For example, to fund bus transit projects without funding the roads that these buses must travel on, would be counter-productive. Similarly, to fund the roads without funding public transit would defeat the goal of moving people efficiently.

B. State Funds

State appropriations for roads come primarily from the Highway Users Tax Account in the Transportation Tax Fund, derived primarily from the 7¢ per gallon gasoline tax and from diesel fuel taxes. The following list summarizes the major funding sources available to cities and counties:¹

1. Highway Users Tax Account (1.625¢ per gallon tax), (2104).
This tax is apportioned among the counties according to the following: (a) Each county receives \$1667 during each calendar month, which shall be used exclusively for engineering and administrative expenses in respect to county roads; (b) reimbursable snow removal costs incurred by the various counties; (c) seventy-five percent (75%) of this fund is apportioned to the County's proportion of total registered vehicles registered in the state; (d) the remaining monies payable are distributed according to the number of miles of maintained county roads multiplied by forty-two dollars (\$42), less the amount received under "c" above.
2. Highway Users Tax Account (1.04¢ per gallon tax), (2106).
This tax is designated for county roads and city streets, and \$30,000 per month goes to the Bicycle Lane Account in the State Transportation Fund. Fixed monthly sums are allocated to each city and county, and the remainder is distributed among cities and counties based on vehicle registration assessed valuation and population. These three factors are weighted differently for distribution of funds. These funds can only be used on the Select System of Roads.

¹ West's Annotated California Codes, Streets and Highways Code, Section 2100-2108.

3. Highway Users Tax Account (2107). After certain deduction for snow removal, this fund is distributed to cities according to population. This Gasoline Tax Fund can be used on any street system for any street or highway projects.
4. Remainder of Highway Users Tax Account. The remaining funds, after apportionment to cities and counties, are transferred to the State Highway Fund for expenditures on State highways.
5. Motor Vehicle License Fees (in lieu tax). After certain deductions, the State distributes 50% of the money to cities on the basis of population, the remaining 50% is distributed to counties. These funds may be used for various purposes, but are commonly allocated to public works departments for road expenditures. This is not true in Stanislaus County.
6. Traffic Fines. All traffic fines remain within the particular county in which violations occur, with the county and cities receiving different percentages on the basis of where citations are given and which official agency (whether Highway Patrol or local police) writes out the citations. Monies collected from these fines go into the County Road Fund.
7. State Sales Tax, (S.B. 325). The Transportation and Development Act of 1971, enacted to remove sales of gasoline from sales tax exemption, provides that 1/4 of 1% of the total sales tax must be deposited in a transportation account to be used by cities and counties for transportation purposes. These funds are allocated to a designated county agency (the COG in Stanislaus County) according to its retail sales, and are then apportioned to the cities and county on a population basis.
8. Grade Separation Fund. Allocated by the Public Utilities Commission (PUC), this fund is used for the construction or alteration of grade separations between railroads and streets, or for the elimination of at-grade crossing.

The PUC must now establish criteria for determining priorities for grade separation projects. Before the passage of SB 456, the PUC priority list was based on the readiness of local agencies to fund such projects. This meant that many smaller local agencies which could not accumulate the required matching funds were unable to eliminate at grade crossings. The law increased the percentage of State funds available for projects,

placed priority on eliminating the most hazardous railroad - highway grade crossing, and for most projects required the affected railroads to bear at least 10% of the cost.

C. Prioritization of Streets and Highway Needs

To ensure that streets and highway dollars are spent wisely, a priority list of construction for the Select System of Roads in Stanislaus County has been established in order of "greatest need". In other words, a list of capital improvements has been established which ranges from the most deficient road segment to the least deficient link in the network. Since the highway money is limited, the county must have a system of priorities. This C.I.P. (Capital Improvement Program) is updated and modified each fiscal year by the Public Works Department and is approved or altered by the Board of Supervisors. This C.I.P. reflects emerging needs and priorities.

The list of priorities is based on need, timing, funding and anticipated cost effectiveness. Since all of the parts of the major street plan interlock, it is important that the most closely related improvements be carried out in the proper sequence. Furthermore, improper timing may result in waste due to either traffic congestion if needed improvements are greatly delayed or excess under utilized capacity if unnecessary improvements have been completed. Thus the CIP transportation project priorities should take into consideration the most up-to-date projections of development for the County.

The transportation projects of the CIP not only accommodate the traffic needs created by urban growth, but they can also significantly affect the development potential of various areas within the County. Easy access to trip destination points created by high quality transportation facilities can be a positive growth stimulant while poor or inadequate facilities tend to retard growth. In this sense, the CIP should be consistent with the County's General Plan and zoning in order for the County to continue to have a coordinated land use program. As a consequence, the CIP can become a major factor in the implementation of the General Plan.

In a study made jointly by Stanislaus County and the Division of Highways in 1968, it was determined that by 1978, a large portion of the County's 1952 miles of maintained roads would become deficient in either capacity or structure. The cost of improving these roads would be astronomical. The major conclusion reached in this study was that the County's road network is becoming deficient faster than they could be rebuilt under present methods of funding. This situation is prevalent state wide. The County's budget for the fiscal year provides funds for the construction and maintenance of roads and bridges in the unincorporated area of the County including the acquisition of right-of-ways and roadside weed control. The engineering and design for the construction of roads and bridges is a function of the Public Works Department.

D. SAAG's Role in Transportation Funding

The Stanislaus Area Association of Governments (SAAG) plays a

pivotal role in the transportation of Stanislaus County. It has been designated as the Regional Transportation Planning Agency (RTPA) in this area. As such it takes on various responsibilities, the first of which is in the area of transportation planning.

SAAG has worked for several years with Caltrans staff in transportation studies. In the early 1970's a home interview survey was taken throughout the County as a part of the development of a computerized traffic model. This model is used to project future trips and air pollution emissions for the County. The working relationship between SAAG and Caltrans was strengthened by the passage of AB69 and further modified by AB402 which set up a state of transportation board and required SAAG to produce and periodically update a regional transportation plan. This planning work has produced population and other projections utilized by various agencies within the County.

SAAG also carries a very important function in the transportation funding process of the County. It is the agency which must review and package many of the funding requests by local jurisdictions for federal transportation monies. Additionally, local transportation funds stemming from state sales tax also are disbursed through SAAG.

There are various plans and reports required of SAAG in this process. Every year a Transportation Improvement Plan (TIP) is prepared showing the federally funded projects of the Modesto-Ceres urbanized area. The state requires that a report showing major projects and their proposed funding year be prepared for

the implementation portion of the Regional Transportation Plan (RTP). In recent years one report, generally a compilation of the transportation projects from local capital improvement programs, has been produced as a combined TIP and implementation report for the RTP. SAAG also must produce a Transportation System Management Element (TSME) consisting of a list of transportation projects designed to be cost effective in reducing energy consumption and air pollution while at the same time increasing mobility. This requirement stems from the interest in mobility of the Federal Highway Administration (FHWA) and the environmental and energy interests of State Air Resources Board (ARB).

The Federal Environmental Protection Agency (EPA) and Federal Highway Administration (FHWA) have required SAAG to determine if the Regional Transportation Plan and the TIP are consistent with the State Implementation Plan (SIP). (This is a federal plan which consists of a set of strategies to reduce air pollution.) ARB also has the same consistency requirements with respect to its SIP. This latter SIP is loosely composed of all the programs adopted by ARB including the Air Quality Maintenance Plan (AQMP) requirements and the local Air Pollution Control District (APCD) regulations.

The consistency requirement is one of a number of requirements which must be fulfilled by SAAG in order to continue its certification by FHWA as the local transportation planning agency. Certain federal funds are contingent on FHWA certification.

IV. BUS SYSTEMS - AMTRAK AND BIKEWAYS

Bus Service

Stanislaus County is presently served by three major bus companies; Greyhound, Continental Trailways, and the Modesto-Riverbank-Oakdale Stage Lines. All three of these companies have their existing stations located in Modesto.

The Greyhound Lines also have stops in Ceres, Turlock, and the west side of the county and provide nation wide service to individuals living in the County. Continental Trailway Bus System is also nation wide in its' service function, is less active than Greyhound in Stanislaus County, and therefore provides less service. For Continental Trailways, Modesto is the only arrival and destination station in Stanislaus County.

Modesto - Riverbank - Oakdale Stage Line (M-R-O)

The M-R-O is owned and operated by Storer Transportation Service, a Modesto based business dealing primarily in school and Charter Bus Transportation.

Two round trips from Modesto to Riverbank to Oakdale and return are made five days a week. The a.m. bus leaves the Greyhound Depot in Modesto at 9:15 and returns to Modesto at 10:30 p.m. The afternoon bus departs at 3:30 p.m. and returns to Modesto at 4:45 p.m. No service is provided on the weekends or holidays.

Each round trip constitutes approximately 43 route miles in a 16 passenger bus. The average daily ridership for this route is

approximately 20 for one-way trips. Fares vary with the length of trip made and are as follows:

	<u>One-way</u>	<u>Round-trip</u>
Modesto-Riverbank	\$.70	\$1.40
Modesto-Oakdale	1.00	2.00

Passengers must request a stop at the Amtrak Station upon boarding the M-R-O run. However, because of the time difference the two systems arrive in Riverbank a direct connection cannot be made. The Amtrak schedule includes two trains per day with a southbound train scheduled to arrive at 12:05 p.m. and a northbound train at 3:15 p.m.

While these carriers do provide local or intra-county service, the station locations, routes and schedules are primarily oriented to inter-regional travel demands. Therefore while providing a necessary and vital service, these bus companies do not, and can not, meet the public transit requirements for large segments of Stanislaus County.

Modesto Motor Bus Service

The Modesto Motor Bus Service has provided continuous transit service in the Modesto area for more than 20 years. Modesto's mass transit system is funded by state and federal subsidies, fares, and local transportation funds. With the aid of various grants, additional buses and routes have been added to the existing system to attract a larger number of riders. In addition to federal and state sources, the County contributes money to subsidize bus runs in unincorporated areas around the city. The largest urbanized areas on the fringe of Modesto are served by the MMBS which includes the Westside area,

Airport District, LaLoma area and South Modesto area. The MMBS provides service to residents six days a week.

Ceres Dial-A-Ride

The Ceres Dial-a-Ride system was established in December of 1977 and is designed to operate until May 31, 1978. This six month program is a trial program to evaluate whether the system will be accepted by the community. Funding for the dial-a-ride is set up on a 74/26 ratio through the Stanislaus Area Association of Governments. The dial-a-ride operates from 7 a.m. to 6 p.m., Monday through Friday. It's service area includes a large area extending beyond the city limits, and at certain points, transfers may be made to the Modesto bus system. The vehicle may be used by all citizens and comes equipped with special apparatus to accommodate handicapped persons. Fees for its services is .50¢ for a one way ticket anywhere in the service area.

Turlock Dial-A-Ride

The Turlock Dial-a-Ride system was established in August, 1975, and has increased in ridership each year since its inception. Funding for the program is established between the city and SAAG. Turlock dial-a-ride operates from 7:30 to 5:30, Monday through Friday. Its service area includes some unincorporated areas surrounding the city. The city has three vehicles used in the program. This includes three small 16 passenger mini buses and one seven passenger van. Fees for the dial-a-ride service are 50¢ for individuals under 60 years of age, 25¢ for individuals over 60 and 25¢ for handicapped people. The dial-a-ride system has a tendency to fluctuate in

ridership during the summer months. However, there is a priority system established whereby those who ride everyday are regularly picked up five days a week. This includes locally employed citizens and students. Priority for ridership beyond this includes citizens with doctors appointments and senior citizens.

Amtrak Rail System

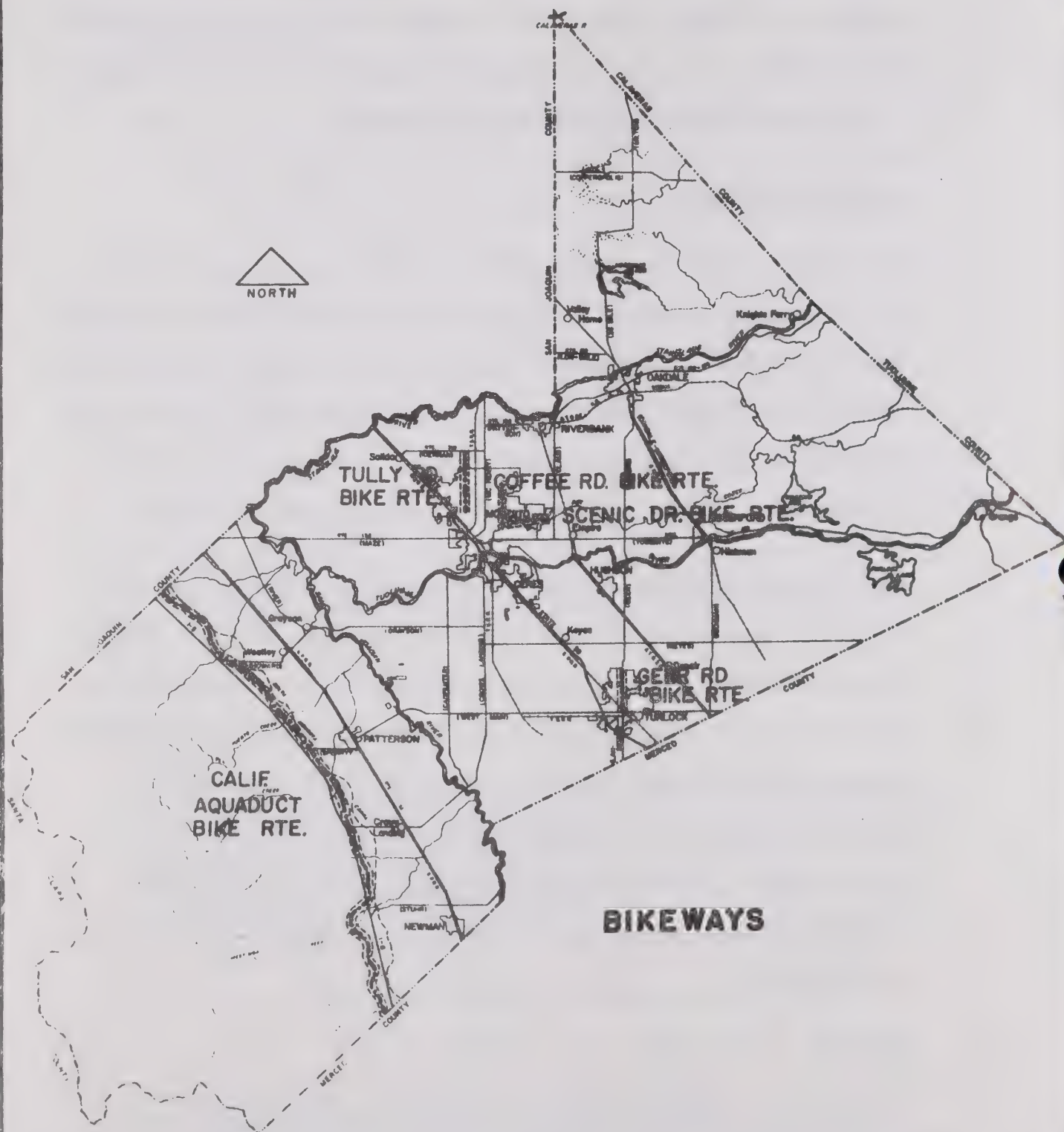
The existing Amtrak service consists of one train per day in each direction along a central valley route that includes stops in Oakland, Martinez, Stockton, Riverbank, Merced, Fresno, Hanford, and Bakersfield. With Riverbank being the only stop in Stanislaus County, Amtrak does not provide any intercity service within the County, but may be of use to Stanislaus County residents for trips outside the County.

With no immediate plans to expand the number of stops or frequency of service on Amtrak, reliance cannot be placed on this system for any significant portion of service responsibility in the development of a Stanislaus County transit plan. However, the demand for service to and from the Amtrak Station in Riverbank should be carefully monitored with respect to providing 'feeder' service for residents of the County. Amtrak's schedule presently shows the southbound train arriving in Riverbank at 12:05 p.m. and the northbound train at 3:15 p.m.

Bikeways

The existing system of bicycling facilities in Stanislaus County is somewhat limited. They are shown on the following map. (Map 2).

The only major county route is a bike path along the canal bank of



the California Aqueduct. This bike route consist of approximately 31 miles. The remainder of designated bike routes are predominantly clustered in and around the cities of Modesto and Turlock.

Bicycle usage has increased at a rapid rate in recent years. Transportation difficulties, economics, recreation, more leisure time, physical fitness and concern for the environment are all reinforcing the bicycle resurgence as a vital transportation means. This is reflected in increasing public pressure for pathways and routes where bicycles can be ridden in relative safety.

In the future, the bicycle may become a competitive option to the automobile for short trips because of the door to door service it offers and because the weather and terrain of Stanislaus County is suitable for its use.

Because of the bicycles popularity in Stanislaus County, the City of Modesto established several bicycle lanes and a bicycle route in the late 1960's. Modesto's program is continually growing.

Turlock has installed a system of bicycle lanes throughout the city. The County parks Department accepted a recommended plan for hiking and riding trails. The Board of Supervisors adopted an amendment to the Recreation Element of the General Plan in 1971 which states it is the policy of Stanislaus County to "Establish...a County network of trails which meets the needs of equestrians, hikers, and bicyclists".

A plan prepared by the Stanislaus Area Association of Governments entitled Stanislaus Non-Motorized Areawide Plan (SNAP), discusses

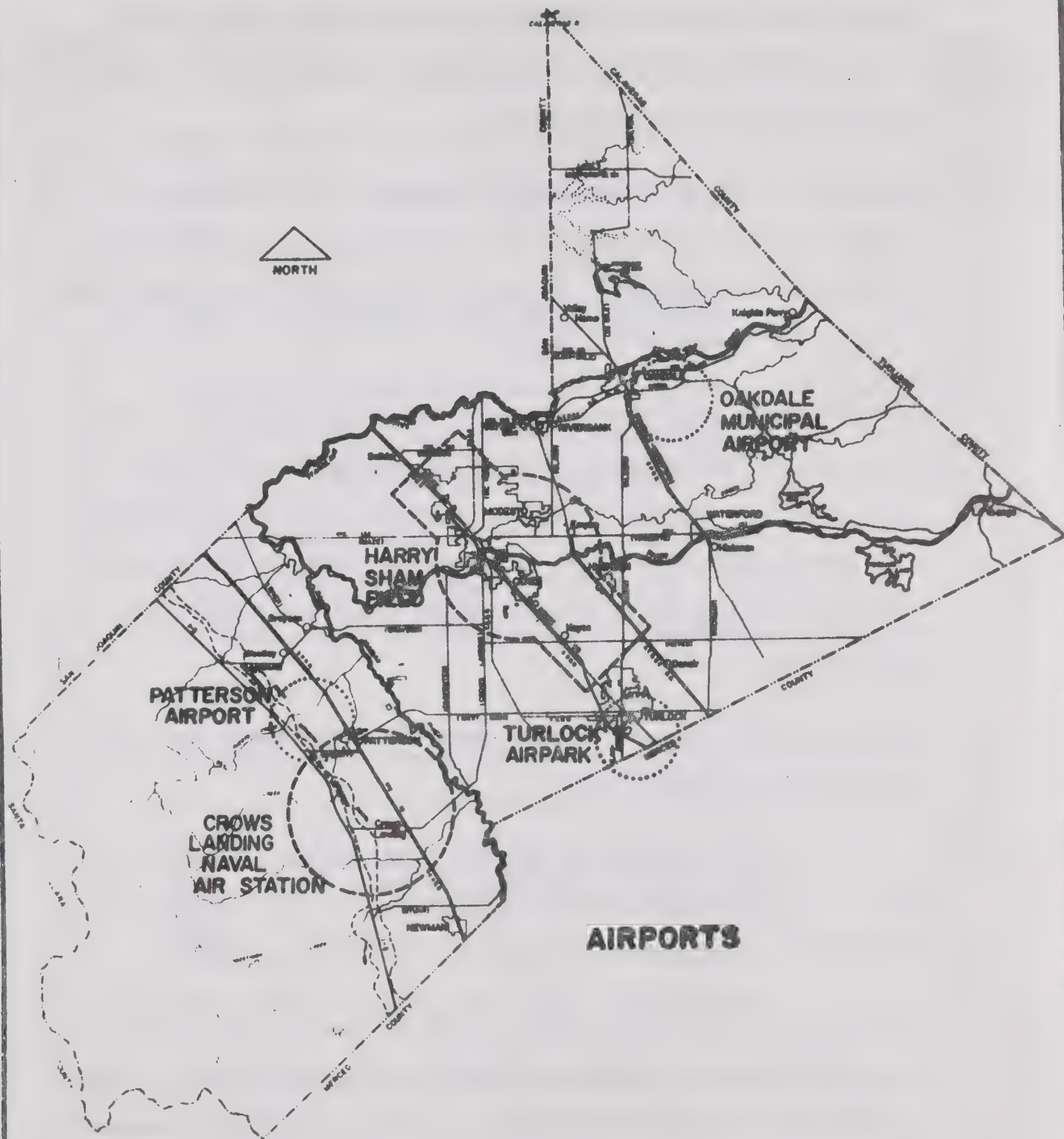
the design feature of various classes of bicycle facilities and suggests implementation policies for existing and proposed non-motorized transportation facilities. As the regional transportation planning agency, SAAG is responsible for administering the Local Transportation Fund (LTF). Legislation governing this fund provides a high priority for non-motorized purposes.

V. STANISLAUS COUNTY AIRPORT SYSTEM

Air facilities in Stanislaus County serve a number of needs, including scheduled commercial air passenger service, recreational flights, military operations, agricultural crop dusting services, cargo services and private business flights. Based on the County's population and economic forecasts, aviation demands are expected to increase over the next 20 years. The objective of this section is to inventory and determine the role air facilities will play in the future of public transportation in the County.

The location of the existing airports within Stanislaus County are shown on the attached map. (Map 3). As indicated there are five major facilities that are of concern for circulation and transportation purposes. The remaining air fields in the County are either private and not open to the public or are purely for agricultural purposes (crop dusting, etc.).

Only one airport has regularly scheduled air carrier service. This is the Modesto-Stanislaus County Airport (Harry Sham Field) at Modesto. The airport at Oakdale is publically owned and is open to general aviation. The City of Turlock owns an airfield almost due east of



AIRPORTS

the city that geographically lies in Merced County. This field, along with the privately owned field near Turlock shown on the map, are both open to general aviation.

Two facilities are near Patterson in the west side of the County. One is the Crows Landing Naval Air Station that is presently closed to civilian air traffic. The other is a privately owned general aviation field due west of Patterson.

In addition to the community airports, there are a number of strips primarily for agricultural uses such as seeding or crop dusting. Such strips are located at Hughson, Riverbank, Westley and Newman. The present usage of aircraft in Stanislaus County is approximately 12 percent for agricultural purposes and 88 percent for all other general aviation uses.

Of the planes in general aviation uses, the breakdown in types is shown in the following table:

Single engine - agricultural application	12%
Single engine - less than four seats	31%
Single engine - four seats or more	50%
Multi-engine	7%
Total	100%

Although the various facilities are well distributed, the existing system of airports is hampered in its capability to serve all sectors of the County satisfactorily due to the lack of a close-in, acceptable facility in the Turlock area. The other sector--central, northeast and western--meet the demands in a reasonable fashion with the existence of Modesto, Stockton, Oakdale, and Patterson Airports. All T-hangars are full, however, and there is no surplus of permanent tie-down

spaces on these airports. Any significant numbers of additional based aircraft will require more tie-downs and T-hangars.

A summary table showing the basic facilities of each airport is shown on the following page. Following this is a brief narrative explanation of each airport.

A. Modesto City-County Airport (Harry Sham Field)

The Modesto City-County Airport is located within the community of Modesto and has been located at its present site for some forty years. In 1934, the City acquired 77 acres of land at the present location which has grown over the years to its present area comprising of 440 acres. The airport is located at the southeast edge of the city, nearly in the center of the county geographically.

The original dirt runway was constructed in 1934 and later was paved and lighted during World War II by the Army Air Corps. This 4000 foot long by 150 wide runway was used by aircraft as large as the DC-3 until 1957 when an additional parallel runway 5000 feet by 150 wide was constructed to accommodate the DC-6 and DC-7 aircraft then being used by the airlines.

With the jet age of the 1960's, the 5000 foot runway was lengthened to its present length of 5,900 feet provided the necessary length for jet airline service to this airport. Two commercial airlines presently serve the airport for passenger service: United Airlines and the just recently added Swift Airlines.

AERONAUTICAL FACILITIES

Name	Owner-ship	Type	Longest Runway (Ft.)	T-Hangars	Conventional Hangars	Based Aircraft 1970	Based Aircraft Feb. 1977
Modesto City-County	PUC	Air Carrier	5900	60	6	117	165
Modesto	PUC	General Aviation	2400	21	2	32	40
Patterson	PVT	General Aviation	2505	7	2	12	11
Turlock Airpark	PVT	General Aviation	1600	6	2	12	12
Turlock Municipal	PUB	General Aviation	3000	4	-	20	14
Crows Landing	USN	Military	8000	-	-	--	--

In 1934 the first large hangar was constructed on the south side of the airport to provide storage and maintenance facilities for general aviation use. Additional facilities were added through the years in addition to the Passenger Terminal constructed in 1946 on the north side of the airport.

The Federal Aviation Administration (FAA) has installed several aircraft navigational aids at the airport beginning with a Terminal-Very-High-Frequency-Omni-Directional Range (TVOR) in 1962 and later in 1965 an Air Traffic Control Tower. To date, the airport is an all weather facility which includes a full instrument runway with both precision Instrument Landing System (ILS) and non-precisions Very-High-Frequency Omni-Directional Range/Distance Measuring Equipment (VOR/DME) approaches.

Land Use

The Modesto City-County Airport is within the boundaries of the City of Modesto but is surrounded almost completely by

unincorporated County land. Immediately west of the airport is a residential neighborhood that is commonly known as the "airport" district. Farther west between this residential neighborhood and Dry Creek is an industrial area where the Gallo Wine Company is located. To the north and east of the airport is industrial land, part of it in the Beard Industrial Park which is still in the process of development. The Tuolumne River and the Tuolumne River Regional Park border the airport on the south. There is some residential development on the south banks of the river and beyond that there is open agricultural land interspersed with small residential subdivisions.

Zoning surrounding the airport is a reflection of the existing land uses. Industrial zoning to the east and north, residential zoning to the west, and agricultural zoning on the south.

B. Oakdale Municipal Airport

Oakdale Municipal Airport is owned by the City of Oakdale and is located 3 miles southeast of the City of Oakdale (about 12 miles northeast of Modesto). There is one lighted, 2,400-foot by 66-foot paved, eastwest runway with an approved instrument approach from the west; however, there are no air carrier operations at the airport. A Visual Approach Path Indicator (VAPI) is also available for visual approaches from the west and east. There are about 40 based aircraft at Oakdale Municipal and an estimated 36,000 annual operations, 16,000 of which are itinerant. Additionally, there are an estimated 200 annual air taxi operations.

One fixed based operator provides a variety of services including aircraft instruction, rental and charter service. Aviation fuel is available. There is no air traffic control tower at the airport, but airport information is available through an Aeronautical Advisory Station (UNICOM). Existing airport facilities include 21 T-hangar stalls, 2 conventional hangars, approximately 21 tie-down spaces, and an administration and lounge building.

C. Patterson Airport

Patterson Airport is located 2 miles west of Patterson in Stanislaus County and some 15 miles west of Modesto. Although the airport is privately owned, the public is welcome to use the facilities and no landing fee is charged. There is one lighted (available upon request) north-south runway, 2,500 feet by 75 feet, the northern 665 feet of which is unpaved. There is no taxiway at the airport; however, there is a 20-foot stabilized gravel shoulder on each side of the runway. One Fixed Base Operator (FBO) provides agricultural services and occasional charter and patrol services. There are approximately 12 based aircraft and the airport experiences an estimated 12,000 annual operations. Existing airport facilities include six T-hangar stalls, two conventional-type hangars, several tie-downs, an administration building, and charter service.

D. Turlock Municipal Airport

Turlock Municipal Airport is owned by the City of Turlock, and

is located 9 miles east of the City of Turlock in Merced County (15 miles southeast of Modesto). There is one lighted, paved northwest-southeast runway (3,000 feet by 50 feet). There are approximately 20 based aircraft and the airport experiences an estimated 25,000 annual aircraft operations of which 10,000 are itinerant. There is one FBO providing aircraft instruction and rental services. (FAA Form 5010-1 dated August 3, 1972, indicates the airfield condition is considered to be poor.) Existing airport facilities include 4 T-hangar stalls, 1 conventional hangar, approximately 15 tie-downs, and a pilot lounge.

E. Turlock Airpark

Turlock Airpark is located 2 miles south of the City of Turlock and about 12 miles south of Modesto. The public is welcome to utilize the airport although a landing fee is charged to itinerant pilots. The construction of the Highway 99 bypass around the City of Turlock shortened the available runway length and significantly curtailed operations at the airport. The usable length of the single north-south runway is less than 2,000 feet. A VAPI has been installed for visual approaches from either direction. The fixed base operator, who is the owner, provides aircraft rental and instruction. Aviation fuel is available. Airport facilities include 6 T-hangar stalls and 50 tie-downs. There are approximately 17 based aircraft and the airport experiences about 10,000 annual aircraft operations. Any future expansion to the north is precluded by the presence of State Route 99.

F. Stockton Metropolitan Airport

Although not located in Stanislaus County, Stockton Metro Airport also serves as an important air facility for residents of this County. The Stockton Airport, approximately 30 minutes from Stanislaus County serves as a collection point for air travelers from several counties and provides access to the national air transportation system. The majority of flights originating or terminating in Stockton are under 600 miles in length. San Francisco, Oakland International and Sacramento Airport are relied upon for connections to longer flights. Three commercial airlines presently serve the airport: United Air Lines, Hughes Airwest, and Pacific Southwest Airlines.

G. Airport Land Use Commission

The Stanislaus County Planning Commission was designated as the body to assume the responsibility of the Airport Land Use Commission by separate actions of the Stanislaus County Board of Supervisors and joint mayors of the cities within the County on December 1, 1970. The State Public Utilities Code requires that an Airport Land Use Commission be created in each county having at least one airport served by a commercial air carrier. Five air facilities in Stanislaus County that come under the review of the Commission are: (1) Modesto City-County Airport (Harry Sham Field), (2) Oakdale Municipal Airport, (3) Crows Landing Naval Air Station, (4) Turlock Airpark, and (5) Patterson Airport.

The Stanislaus County Airport Land Use Commission (ALUC) is responsible for formulating a comprehensive land use plan that

will provide for the orderly growth of each public airport and area surrounding the airport. The ALUC is concerned primarily with the incompatibility of uses surrounding airfields. This includes noise, land use, building height and safety factors. The ALUC will hold public hearings concerning the above factors and make advisory findings to involved jurisdictions.

Although the ALUC has been relatively inactive in the past, it appears various cities are undertaking master plan updates for their airports. An updated master-plan was reviewed by the ALUC in 1976 for the Modesto City-County Airport. The City of Oakdale is currently working on a master plan study for the Oakdale Municipal Airport. Also, a master plan study has just been completed for the Crows Landing Naval Air Station. During and upon completion of these studies, the Commission will be receiving information and taking action on matters relating to the ALUC responsibilities.

H. Airport Studies

Several years ago, Stanislaus County contracted with the consulting firm of Bechtel Incorporated to develop a county airport system plan. This study, which was completed in 1972, includes a review and inventory of all the existing airport facilities, forecasts of future levels of airport usage, a recommended series of improvements that should be accomplished, and cost estimates of the improvements. This complete study is documented in their report titled "Stanislaus County Airport System Plan" dated June, 1972.

The recommendations resulting from this study have formed, to varying degrees, the airport development work that has been accomplished since 1972. The City of Modesto and Stanislaus County are pursuing a development program for their joint facility at Modesto that follows the Bechtel recommendations. A master plan study for further detailed development has been completed for the City-County airport facility. The City of Turlock is studying alternatives relating to upgrading or relocating their airport facility. This is consistent with the Bechtel reports' recommendation for an improved facility in the southern portion of the county near Turlock.

A third major aviation study that has a bearing on Stanislaus County also started several years ago. This was the State's effort toward developing a statewide aviation plan. The study work has been generally done under contract by the private consulting firm of Daniel, Mann, Johnson, and Mendenhall. A series of progress reports have resulted from this study over a period of several years, culminating with a final report dated August, 1974.

VI. PIPE AND UTILITY TRANSMISSION LINES

The Stanislaus Region is threaded with a network of pipe and utility lines used to transport essential needs of the population - oil, natural gas, water, and electrical energy. To evaluate the circulation system, it is important to consider all forms of transport including those forms which move commodities through fixed systems. It's impossible to disregard those possibilities which foretell more

effortless and efficient forms of transport utilizing fixed systems. As greater advancement in technology of mechanized systems and increased needs for energy conservation emerges, it can be readily recognized why more and more use of pipe and other transmission lines will become more prevalent.

A. Water

1. California Aqueduct

The California Aqueduct, which begins about 30 miles east of San Francisco and terminates near Riverside, is the principal water conveyance facility of the State Water Project.

The principal purpose of the California Aqueduct is the delivery of water from a normally abundant source in Northern California to arid portions of Southern California to be used for irrigation and domestic purposes. Farmers in the San Joaquin Valley also benefit from water supplied through this system. This aqueduct is much larger in size than the Delta-Mendota Canal and carries substantially more water.

In all, the aqueduct from Tracy to Lake Perris, (Riverside County in Southern California) is 444 miles long, one of the engineering feats of history. In its initial stretch, the California Aqueduct carries water south along the western edge of the San Joaquin Valley where much of it is used to irrigate farmlands. By the time the remaining water reaches the southern end of the valley, it has traveled approximately 300 miles and been elevated nearly 1200 feet. The water then is raised almost 2000 additional feet in a single lift to the

first tunnel of the Tehachapi crossing to bring water to Southern California.

2. Delta - Mendota Canal

The Delta Mendota Canal was completed in 1951 and irrigates a large land area on the west side of the County. It is a federally owned project which was developed to enhance flood control, recreation and irrigation. This federal facility originates in San Joaquin County. The Delta Mendota parallels I-5 and stretches to the Mendota Pool on the San Joaquin River in Fresno County.

B. 230 KV Intertie

In 1974, the electrical requirements of the Modesto Irrigation District (MID) and the Turlock Irrigation District (TID) were met by the hydroelectrical generation at the Don Pedro House, jointly owned by the two districts, and the City and County of San Francisco with their Hetch Hetchy System. By 1975, these systems were expected to be inadequate to meet project load requirements. Therefore, in 1974, the MID and TID began to build power transmission lines and substations as a solution to the mounting deficiency in the sources of supply.

The 230 KV transmission line provides power to the Modesto-Turlock area. The centroid of the project is located in Stanislaus County. The system is composed of thirty-eight miles of transmission line linking two substations to an existing north-south PG&E 230 KV transmission line parallel to Interstate

The project consists of three sections of 230,000 volt double circuit transmission lines and two 230 KV to 59 KV receiving stations. The route begins at the PG&E Tesla - Los Banos 230 KV line along I-5 west of Westley, and proceeds eastward along the Westley Waterway, crosses the San Joaquin River near Laird Park, travels along T.I.D. lateral No. 2 to the intersection of Ceres. This section is jointly owned. From this point Modesto's line travels north to Parker Station at Parker Road near Claus Road. Turlock's line proceeds south to Walnut Station on Washington Road south of West Main Street.

The project began in 1973 and was completed in the summer of 1976. There are a total of 248 poles in this system with a height of 85 to 120 feet each. The project cost was in the neighborhood of \$15,000,000.

C. Pipelines

Pipelines within Stanislaus County carry natural gas and crude oil, generally along highways and railroad lines (see map 5).

The crude oil pipelines traversing Stanislaus County are owned by Getty, Shell, Union, and Standard oil companies. These lines all run parallel to Interstate 5. The fifth pipeline in this county is operated by the Southern Pacific Pipeline Company within the right-of-way paralleling S.P.R.R. Refining of petroleum products occurs outside the County, and no major refinery-oriented pipelines traverse the County.



The amounts of commodity carried either into or through the County are not yet know. This will require additional study which is beyond the scope of this element.

D. Natural Gas

Natural gas lines that traverse the County are owned and operated by Pacific Gas and Electric Company. P.G. & E. operates a number of miles of natural gas pipeline in the County with "6-12" high pressure lines running parallel to I-5. At the present time no new transmission lines are contemplated. The lines parallel to I-5 are carrying natural gas produced elsewhere and destined for markets beyond Stanislaus County.

E. Hetch-Hetchy

The Hetch-Hetchy Aqueduct is an enclosed system carrying domestic water from the Hetch-Hetchy Reservoir through the northern portion of the County, across the valley to San Francisco, as well as neighboring communities in most of San Mateo County and parts of Santa Clara and Alameda counties.

The Hetch-Hetchy system taps the water of the Tuolumne River flowing out of snow covered mountains about 150 miles east of the San Francisco Bay Region. The water flows all the way to San Francisco by gravity, no pumping being necessary at any point.

Three pipelines lie side by side in the 100 foot wide right-of-way across the valley with power transmissions line mounted



- SOUTHERN PACIFIC PIPELINE INC.

SHELL OIL CO. 2 X 8" 10" 12" CRUDE

STANDARD OIL CO. 18" CRUDE

UNION OIL CO 16" CRUDE

GETTY OIL CO. 20" CRUDE

above. There's room for a fourth pipeline which could be installed as more water is needed. Installation of the fourth line would bring the Hetch-Hetchy Aqueduct up to designed capacity. The system crosses Stanislaus County in an east-west direction as shown in Map 4.

F. Goods Movement

Forecasts of goods movement within, through and out of the county are severely restricted by an inadequate data base. No inventories have been made on commodity movement in the county, however, CALTRANS will be undertaking this project in the future as part of the overall regional transportation study. Movements of goods and commodities extend over a wider geographical range that includes the entire central valley and major markets in the northern and southern parts of the state and beyond. Some general assumptions can be made regarding movement of goods in the county that include the following:

1. Agricultural products will continue to be the primary commodity moved by truck and rail within the County.
2. Shipment of manufactured finished products will increase with the influx of new industry into the County.
3. Air cargo shipments will be commensurate with the socio-economic growth of the County, however, it will not be a major competitor with ground movement modes currently being utilized.

With the growing uncertainty concerning the energy shortage, the movement of various goods, agricultural products, and manufactured finished products may have to find alternative transportation modes. This may require the use of rail and piggy-back/rail as a less energy-consumption mode. The Stanislaus Area Association of Governments Transportation Study mentioned earlier should review this potential change.

Stanislaus County is principally an agricultural region which produces and specializes in a number of products. Nearly 75% of the county's land is devoted to agricultural, compared to 35% in the State as a whole. However, in the case of Stanislaus County, when raw materials are bulky, perishable and of relatively low value, it is natural that processing will occur nearest to the place where the raw material is produced, not only to reduce the bulk, but to raise the value in order to be able to sustain transportation costs. This points up the fact that with agricultural processing occurring in Hughson, Oakdale, Riverbank, Turlock, and Modesto, transportation and circulation are key factors in Stanislaus County's economy. In Modesto for instance, 25 out of 35 major industries are devoted to agricultural processing.

Agriculture and manufacturing depend on efficient, rapid, and economical transportation system to move supplies and final products. The county has a good transportation system including truck, rail, and air facilities, and water transportation is available through the Port of Stockton 30 miles north of Modesto. The continued allocation, improvement, and maintenance program

will ensure a circulation system so vital to the County's economy.

G. Railroads

There are currently five railway companies operating in or through Stanislaus County. They are Atchison, Topeka and Santa Fe Railway Company, Southern Pacific Transportation Company, Tidewater Southern Railway, Modesto and Empire Traction Company, and Sierra Railroad Company. Map 6 outlines their location and general extent of trackage. A detailed inventory of trackage mileage is as follows:

- (a) Atchison, Topeka and Santa Fe Railway Company - 20.7 miles of mainline track and 7.1 miles of branch line. The M&ET links with the Santa Fe line in Empire.
- (b) Southern Pacific Transportation Company - 48.8 miles of mainline and 34.0 miles of branch line.
- (c) Tidewater Southern Railway - 41.8 miles of mainline and no branch line. (M&ET links with T.S.R.R. in Modesto)
- (d) Modesto and Empire Traction Company - 5.2 miles mainline and 22 miles of spurs serving major industries in or near the Beard Industrial District in east Modesto.
- (e) Sierra Railroad Company - 19.2 miles mainline and no branch line.

The vast percentage of business conducted by railway companies in Stanislaus County consists of freight movement. Approximate annual tonnage was obtained from the railroad companies. The tonnage is listed in millions of gross tons. For a total tonnage figure, Modesto and Empire Traction Company should be excluded as that amount will show up in the Southern Pacific and the Atchison, Topeka and Santa Fe tonnages. Railroad officials



RAIL FACILITIES

indicate that traffic levels over the past two years has been constant, with future prospects linked to a stepped-up economy.

<u>Railroad Company</u>	<u>Millions of Gross Tons Per Year</u>
Atchison, Topeka and Santa Fe	23.5
Southern Pacific Railroad Company	42.1
Tidewater Southern Railroad Company	Not Available
Modesto and Empire Traction Company	1.9
Sierra Railroad Company	0.15

This gives a yearly total of 67 million tons carried in and through Stanislaus County.

Amtrak is the only company providing passenger service in using the various railway lines. The Amtrak service was started in March of 1974. During the first six months of operation, 9171 people rode Amtrak. The daily fluctuations were as great as 50 percent. There was a large weekend demand from those wanting to ride the train. At the same time, a shortage of gasoline was rampant throughout the valley which may have enticed more train trips than normally would have been the case. Ridership seems to have stabilized since regular Amtrak scheduling in this county.

Special train tours from Tuolumne County into Stanislaus County are offered by Sierra Railroad Company from April through October. Since the population of Tuolumne County is rapidly increasing as is its tourist and recreational popularity, Sierra Railway Company is looking to the possibility of providing

passenger service in future years.

VII. POPULATION

The population of Stanislaus County was 194,500 in 1970. An estimated gain of 15,900 people brought the total of 210,400 in 1974.

The Special Census that was completed in September of 1975 listed the County's population at 224,709. The Department of Finance estimated the County's population at 234,500 on January 1, 1977.

A slower rate is expected in the remaining years of the decade, bringing the population to 245,000 by 1980. Several factors, including a declining birth rate, will contribute to the slower growth rate.

Population growth is assured by the amenities of the County. With its rural environment, Stanislaus is particularly inviting to those seeking relief from the congestion and problems of metropolitan areas. The location, close to major mountain recreation facilities as well as to the San Francisco Bay Area encourage immigration, as do the local style and standard of living.

POPULATION FIGURES: STANISLAUS COUNTY AND INCORPORATED CITIES

<u>City</u>	<u>1970¹</u>	<u>1975²</u>	<u>1980³</u>	<u>1985³</u>	<u>1990³</u>	<u>1995³</u>
Ceres	6,029	9,544	17,490	19,367	21,354	23,440
Modesto	61,712	84,168	134,110	152,933	171,736	190,560
Newman	2,505	2,544	3,300	3,400	3,600	3,800
Oakdale	6,594	7,547	9,900	11,115	12,100	13,200
Patterson	3,147	4,031	5,200	5,800	6,400	7,000
Riverbank	3,949	4,561	7,200	8,000	8,800	9,600
Turlock	13,992	18,151	24,600	27,515	30,335	33,000
Waterford	2,243	2,259	2,400	2,500	2,600	2,700

Hughson	--	2,459	3,129	3,517	3,792	4,112
Unincorporated	94,335	89,448	44,671	46,083	47,608	48,988
Total for County	194,506	224,709	252,000	280,230	308,325	336,400

¹ 1970 Decennial Census

² 1975 Special Census

³ 1976 SAAG Transportation Plan Update

Forecasts

The following population and housing figures are based on the 1975 special census. Employment figures are based largely upon data from the State Employment Development Department. The State Department of Motor Vehicles was the source for the vehicle registration forecasts.

The forecasts were developed by the staff of Caltrans in late 1976. Caltran projections are based on a model using traffic zones. The traffic zone method for determining forecasts gives a realistic representation of future growth potential in population, employment, housing, and vehicle registration in five-year increments.

PROJECTIONS¹

	<u>1975</u>	<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>1995</u>
Population	223,975	252,000	280,230	308,325	336,400
Housing Units	77,507	88,895	99,890	111,248	122,545
Employment	91,500	102,380	113,320	124,250	135,170
Car and Truck					
Vehicle Registration	151,888	175,450	190,200	201,310	223,460

¹ 1977 SAAG Transportation Plan Update

VIII. VEHICLE REGISTRATION

The 1975 automobile and truck registration for Stanislaus County was 151,888, representing a 18% increase over the five year period from 1970 to 1975. This compares with a 15.8% increase in the previous five year period from 1965 to 1970. The average yearly increase, is approximately 5% per year.

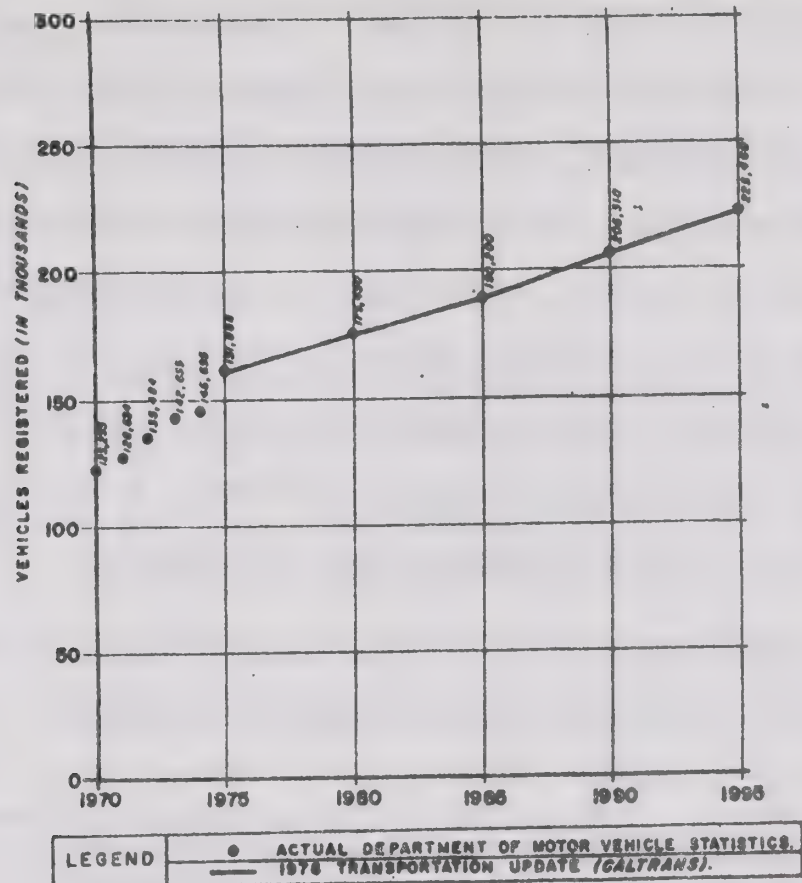
It is apparent that if these growth figures are realized, the existing County road network will have to be upgraded and expanded to handle these vehicles, otherwise new modes of transportation must be developed.

Caltrans forecasts of registered vehicles in future years (as shown on attached map) is based on the following underlying assumptions:

1. The automobile will continue to be the basic form of transportation in California.
2. Trends of past vehicle registration will continue in the future.
3. That the Department of Finance forecasts relating to family size and age groupings which will produce people of driveable age will generally be correct.

The forecasts assume a future without any major outside force that would seriously drive downward the trends in vehicle ownership and auto ownership. Such outside forces could include major and lengthy periods of severe gas shortage or other economic disruptions that would tend to reduce car ownership. Forecasts of the number of available vehicles is an important parameter when predicting future circulation needs. Higher vehicle ownership has a direct bearing on the number of vehicle trips.

VEHICLE FORECASTS: STANISLAUS COUNTY



IX. AIR QUALITY

In recent years the environmental issue of air quality has not taken on the degree of popular interest in Stanislaus County that it has in other more urbanized areas of California. Pollution levels have not been dangerously high, but have consistently exceeded the Nation Ambient Air Quality Standards (NAAQS). With the appearance of new data on air pollution crop damage, there now seems to be a substantial reason for concern.

The Stanislaus County yearly maximum one hour readings taken at the Modesto monitoring station have fluxuated between .19 and .11 parts per million for oxidants (PPM) from 1970 to 1976. Recent readings generally have been somewhat lower than the readings of the early

1970's. These compare with the NAAQS of .08 PPM which are allowed to be exceeded only one hour per year. Since mobile source emissions account for about 70% of total oxidant producing emissions, the anticipated improvements in the automobile emissions control equipment should in the short run tend to reduce oxidant levels in the County. In fact there is a small chance that the standards may be met by around 1985 without additional controls. However, this situation would not continue long since population growth would eventually push the oxidant levels back again over the standard. A long range pollution problem appears to exist in Stanislaus County.

A recent report by the California Department of Food and Agriculture sheds light on the question of agricultural crop damage. It states:

"The effects of air pollution upon vegetation have been known for many years. Such effects vary from slight markings on the leaf surfaces to destruction of flower crops or the reduction of the plants' ability to produce volume or quality fruit of vegetative parts. In many cases the effect of air pollution cannot readily be seen on the plant but a suppression of growth occurs which can be measured and indicates a loss because of the reduction of agricultural production. In some cases the damage is so great that the crop is made completely unmarketable. At times some plants are actually killed."

Representatives of Environmental Protection Agency and the State Air Resources Board have recently estimated the crop losses due to air pollution in the San Joaquin Valley for 1974 to be \$26,500.000. This is nearly half of the total estimated loss for the entire state. While the specific areas where losses were measured are not located in Stanislaus County, their pollution level reading were similar to those recorded locally. It has been estimated that roughly 23% of the

value of the County's agricultural production (excluding livestock and poultry) is represented by products considered "very sensitive" to oxidants. Thus as a part of the overall county policy of protecting agricultural productivity, every effort should be made to reduce the negative impacts of transportation activities on the oxidant levels of the County.

The Federal Environmental Protection Agency (EPA) established the NAAQS to protect the health of citizens and to prevent damage to plants and personal property. The statewide agency that has the responsibility to see that these standards are met is the California Air Resources Board (ARB). On the local level, Stanislaus County has a local Air Pollution Control District (APCD) which issues permits to control polluting activities, regulates violators, forms pollution control policy, and monitors air quality except for vehicle sources. The APCD program emphasizes stationary sources of pollution. SAAG in its transportation work is required to come up with pollution reduction methods for mobile sources for both its FHWA certification process and in its development of a "clean air alternate" required by the State Transportation Board. A final program, the Air Quality Maintenance Plan (AQMP) is being developed to include stationary and transportation strategies as well as land use strategies which will be locally acceptable and implementable. The purpose of this program is to not only attain but also maintain the NAAQS. It should be the policy of this county to support the above mentioned air quality programs, particularly as they relate to transportation decisions. The County General Plan already supports the policy that industrial zoning should generally be located in areas served by rail in order to minimize both energy consumption and air pollution associated with goods movement.

CONFLICTS AND ISSUES

A circulation element will never be complete due to the continual changing of the street and highway system, the demand for more electric transmission lines and fuel pipelines, and the increasing need for more water for both irrigation and domestic purposes. Yearly review of the General Plan should include an update of the circulation element to insure that all conflicts and issues have been identified and that the circulation plan is still valid and functional. Some of the conflicts and issues facing the circulation element are:

- * Coordination of transportation routes and land use planning so that consistent policies can be met.
- * Protection of environmentally fragile areas from encroachment by transportation, transmission and other circulation modes.
- * Provide adequate safety to individuals residing in Stanislaus County by providing safe travelways and evacuation routes in case of flood or other natural disasters.
- * Encroachment of urban uses into airport zones which are established to protect the individual from excess noise and physical safety.

CIRCULATION PLAN

IMPLEMENTATION

Stanislaus County is fortunate in not having the kind of traffic congestion familiar to densely urbanized areas. The low-density, suburban development that characterizes the region is favorable to vehicular traffic. At the same time that low-density development effectively disperses traffic over a large land area, however, it also virtually dictates that the automobile be the major solution to transportation problems. The mobility of those without automobiles is effectively restrained, for the lower the residential density, the less likelihood that public transit systems can be supported.

The underlying philosophy of the General Plan work has been to develop a plan which is uniquely Stanislaus County. While goals and policies of future residents may well change from those of today, the intent is not to create some idealized abstract community structure, but to plan so that the unique resources of Stanislaus County can be shared by a greater number of people without those resources being seriously degraded. This element recognizes that the auto is and will in the future be the overwhelming transportation choice for most of the populace.

In order to implement the circulation element a number of methods are presently being utilized. These include the General Plan,

zoning, Subdivision Ordinance, Specific Plans, Development Review and the Streets and Roads Capital Improvement Programs.

General Plan - Insuring that the land use plan and the circulation plan are harmonious requires not only agreement on the broad policies of the plans but cooperative action in the timing and detailed planning of individual projects that make up the plan. There should be continuous interplay between the general planning process and the transportation planning process.

Zoning and Subdivision Ordinance - The Zoning and Subdivision Ordinance have been the traditional methods employed in this county to implement the circulation element. Simply relying on these two methods to foster an increasing responsive circulation element is not enough to achieve a desired end result. Certainly these two methods are important on the day to day activities, however, they must be closely correlated with the remaining tools to effectuate a well-conceived working document. Innovative design in new subdivisions can reduce the number of miles of roadway, thereby reducing the maintenance costs borne by the county.

Specific Plans - Specific Plans have been prepared for a number of county roads and streets. Specific Plans establish ultimate right-of-way, access points, and other design features. Ideally, specific plans should be prepared for all major and collector streets which do not yet have them. Once a specific plan has been adopted for a road, development of adjacent lands requires conformity to the standards set forth. Early adoption of specific plans establishes uniform standards for the review of development proposals and protects

both the public and private individuals from later expense and inconvenience. In urban areas, the county and cities will continue to work together and mutually adopt specific plans for streets and roads. The Board of Supervisors has adopted specific plans for a number of roads or portions thereof discussed earlier in the element.

Capital Improvement Program:

Capital Improvement Programs are another instrument used by local government to improve short and long term planning for improving the facilities they provide to a community. The County's Highway C.I.P. has been established to improve various road sections through the County. By projecting anticipated revenues based need, the County has more control over its land use and its future residential, commercial, and industrial environment.

One of the basic functions of the Planning Commission as described in Section 65101(c) of the California Government Code is to periodically review the capital improvement program. An obvious reason for such a review is to ensure that a coordinated land use policy is being pursued by the County. It is therefore proposed that the Planning Commission begin to assume this legislatively mandated function and each year review the proposed CIP and report to the Board of Supervisors on its consistency with respect to the County's General Plan and zoning. Since transportation projects can have a great impact on the implementation of zoning and land use policies, the emphasis of the evaluation should be on the transportation project priorities. The review should also evaluate the CIP's general agreement with the presently accepted development trend projections approved

by SAAG and with the future year traffic volumes for the Caltrans model. A final topic of evaluation is with respect to local air quality goals.

Development Review

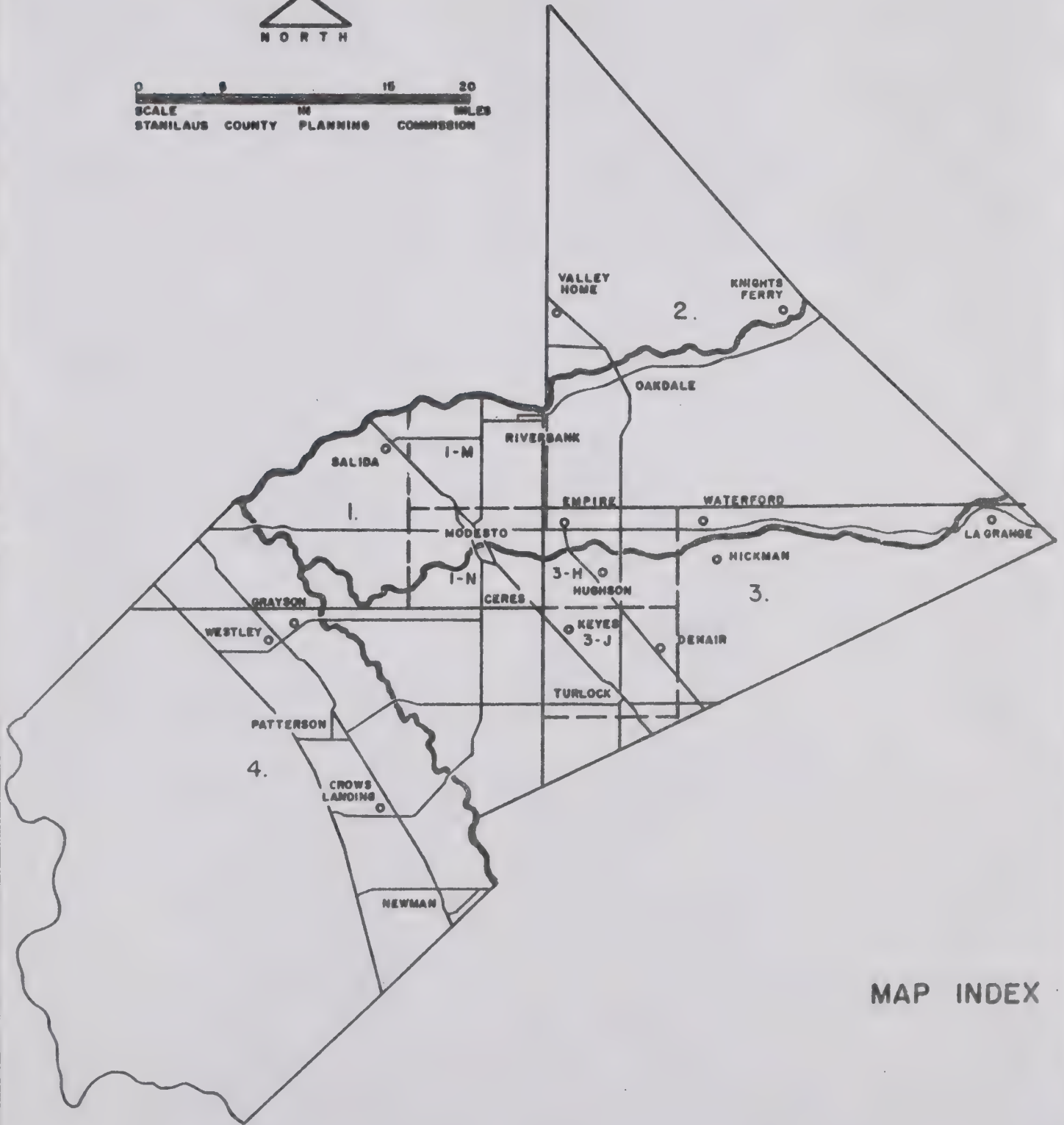
A proposal for development should have thorough review in order to insure that it conforms to the policies of the General Plan, zoning, and subdivision regulations. This review should encompass both private and public proposals. The County's Zoning Ordinance, Subdivision Ordinance, and building codes specify requirement for street improvements and completion in subdivisions. Development review assists the planning agency and elected officials in carrying out the general plan policies and making consistent operating decisions. This review assists in coordinating plans to influence the design of new development so that its pattern of streets and other facilities will be safe, pleasant and economical to maintain.

Maps

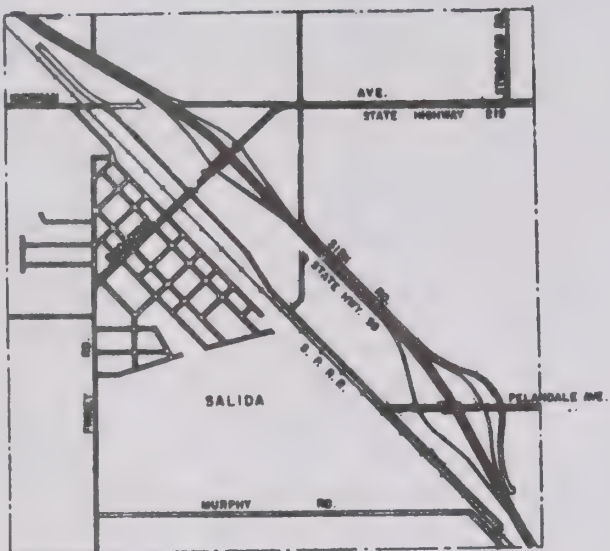
The following maps indicate the updated circulation element for Stanislaus County. Included are typical street sections for the construction of new roads and improvements. Typical street sections are also included for both urban and rural settings. It is recognized that the data contained in this element will be continuously updated and revised to reflect new and emerging information.



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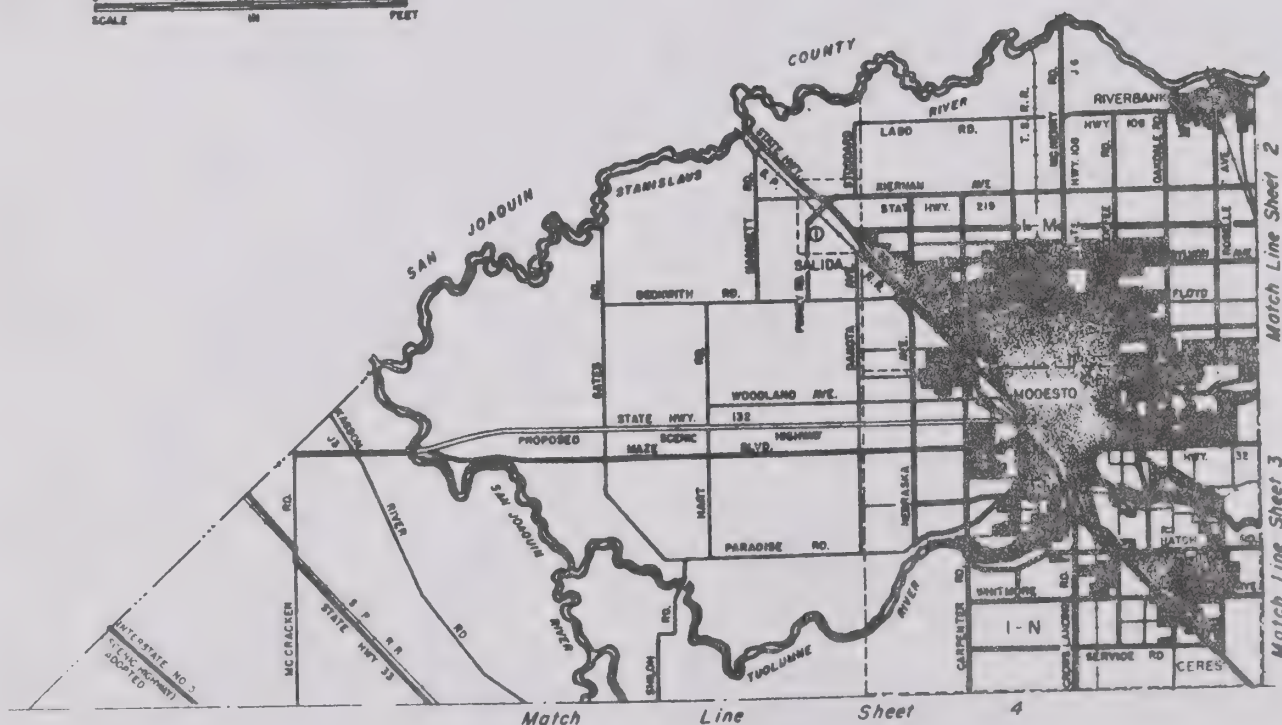


MAP INDEX



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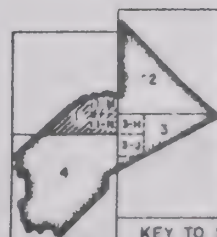
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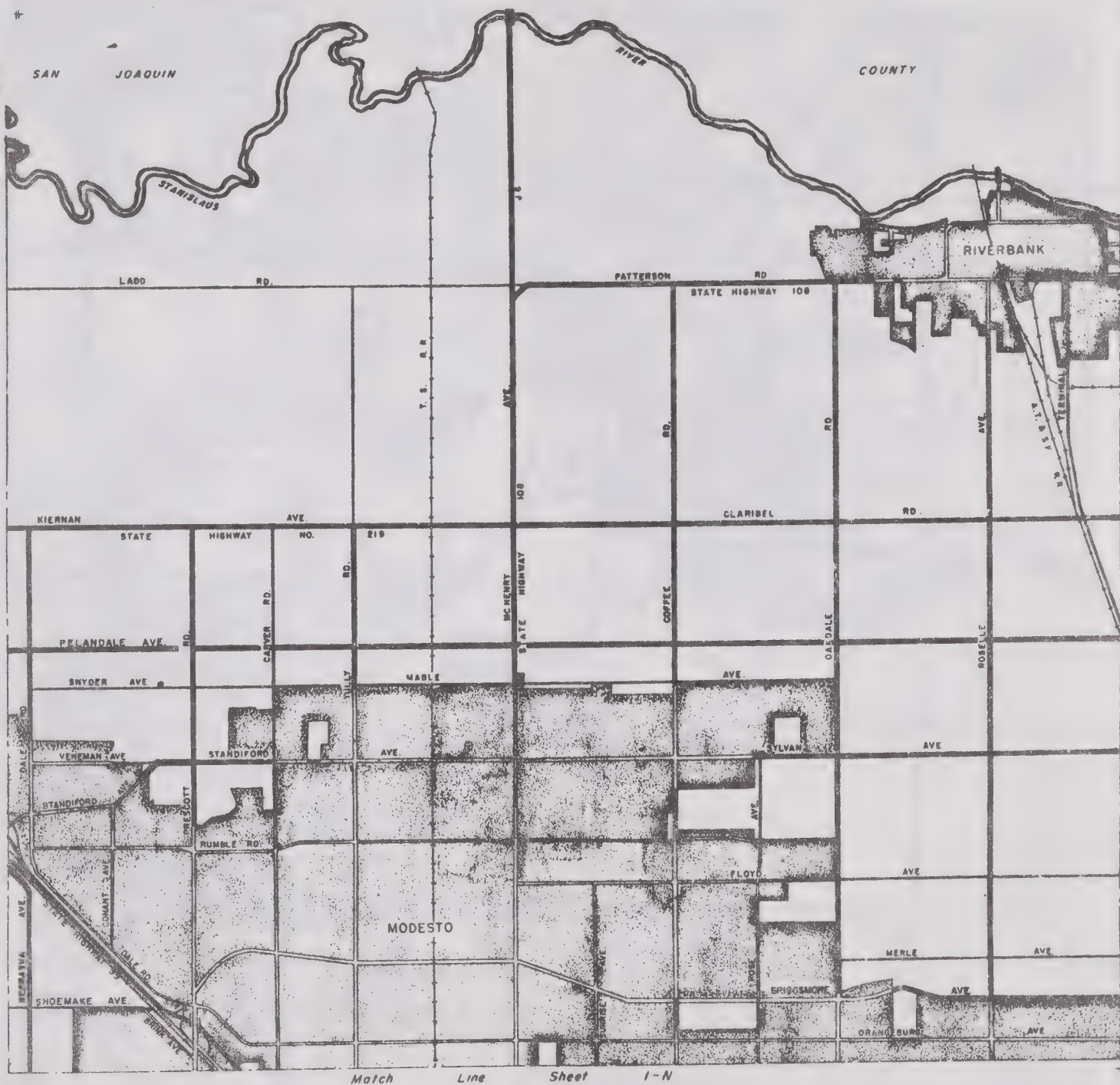
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KEY TO SHEETS

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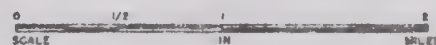


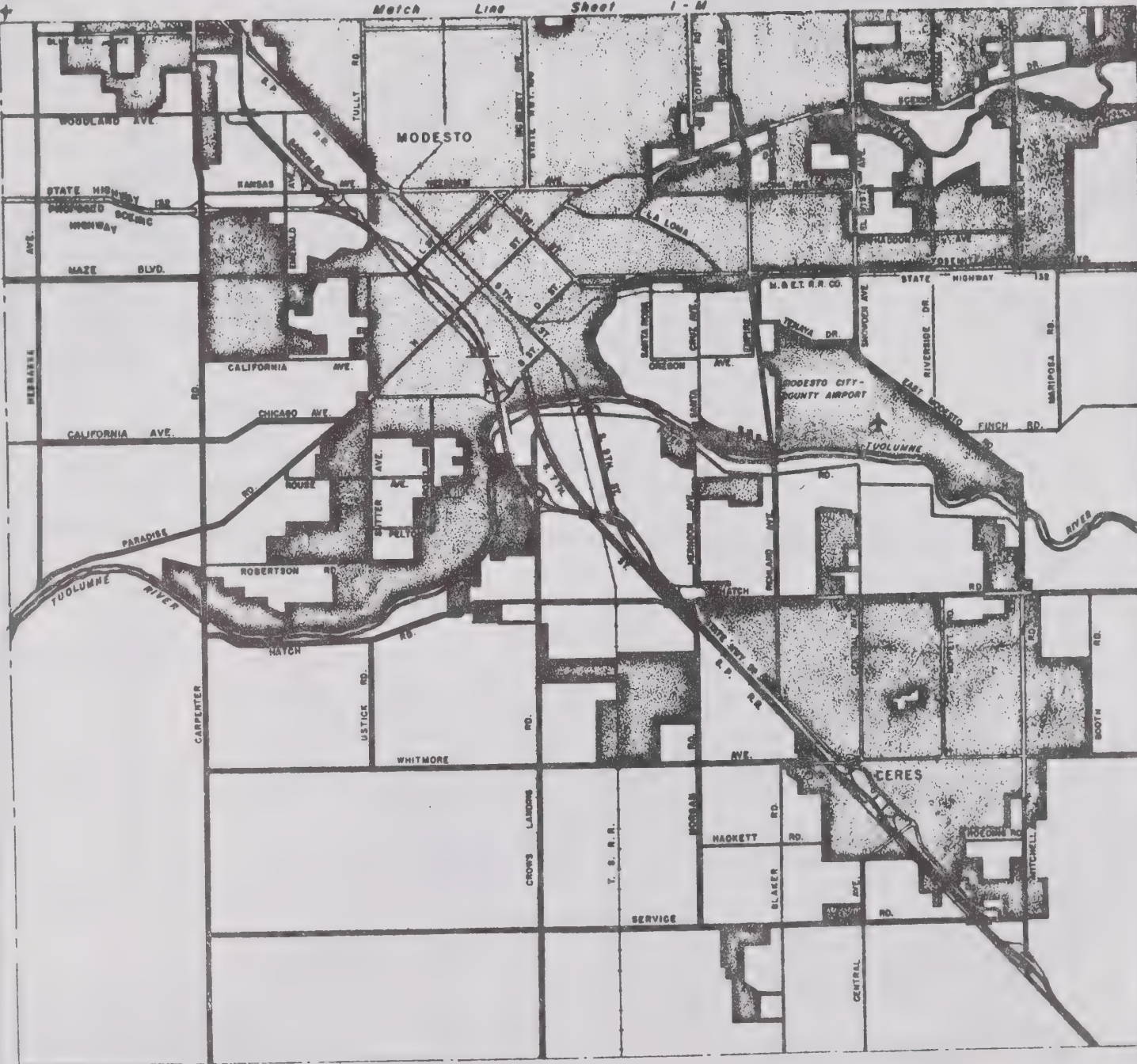
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- COLLECTOR





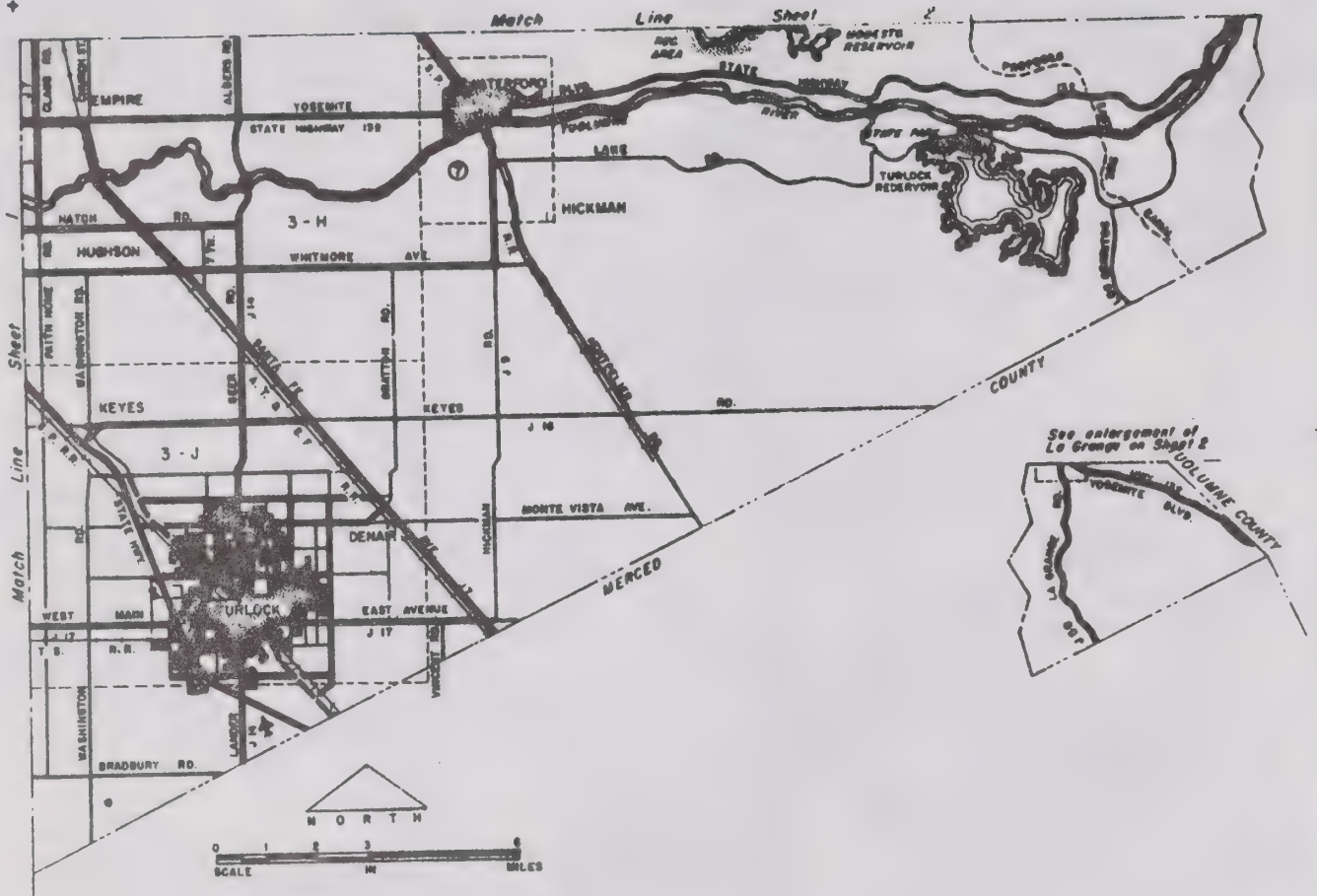
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See enlargement of
La Grange on Sheet 2



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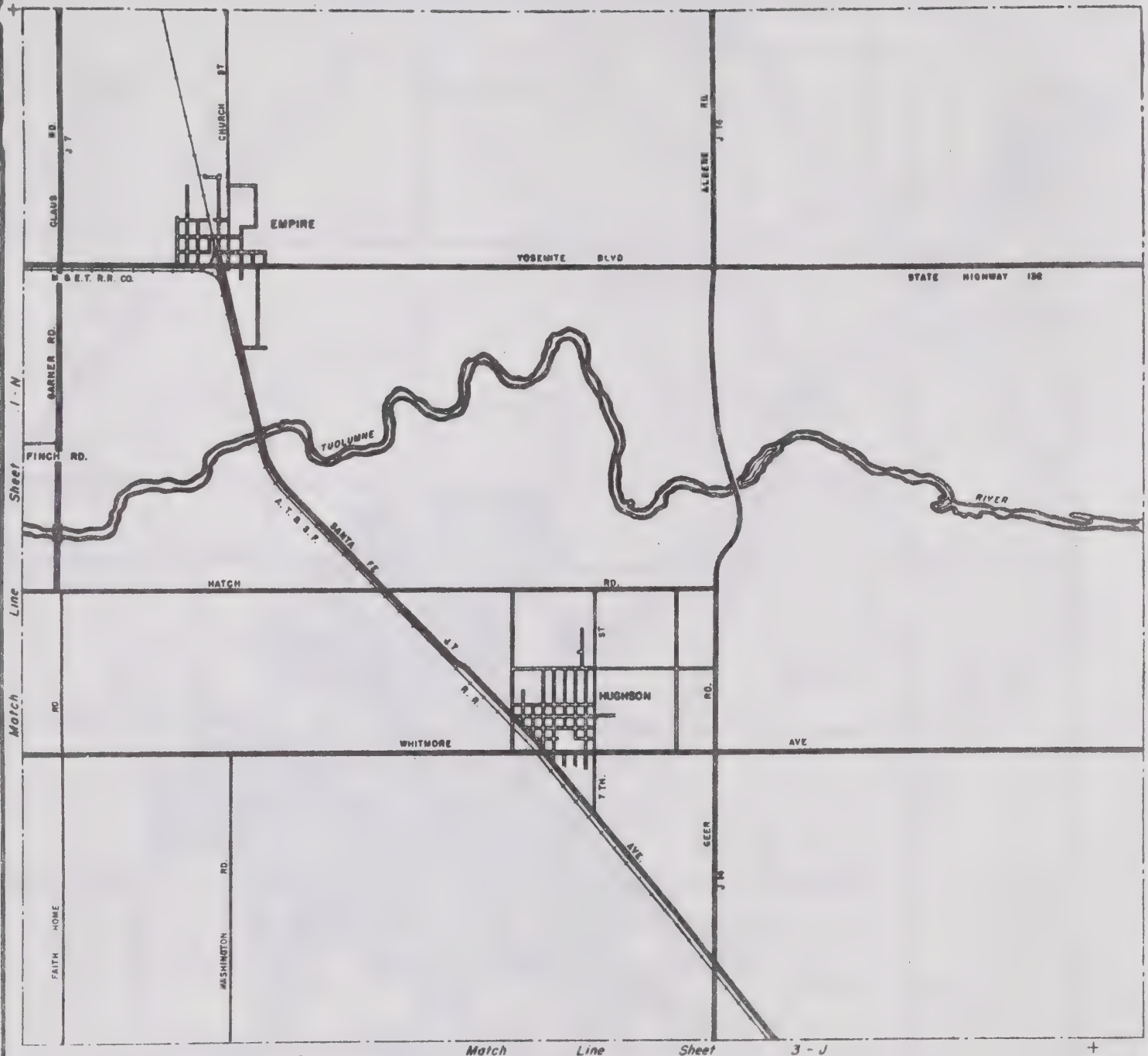
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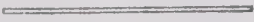




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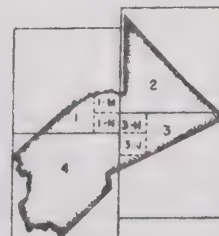


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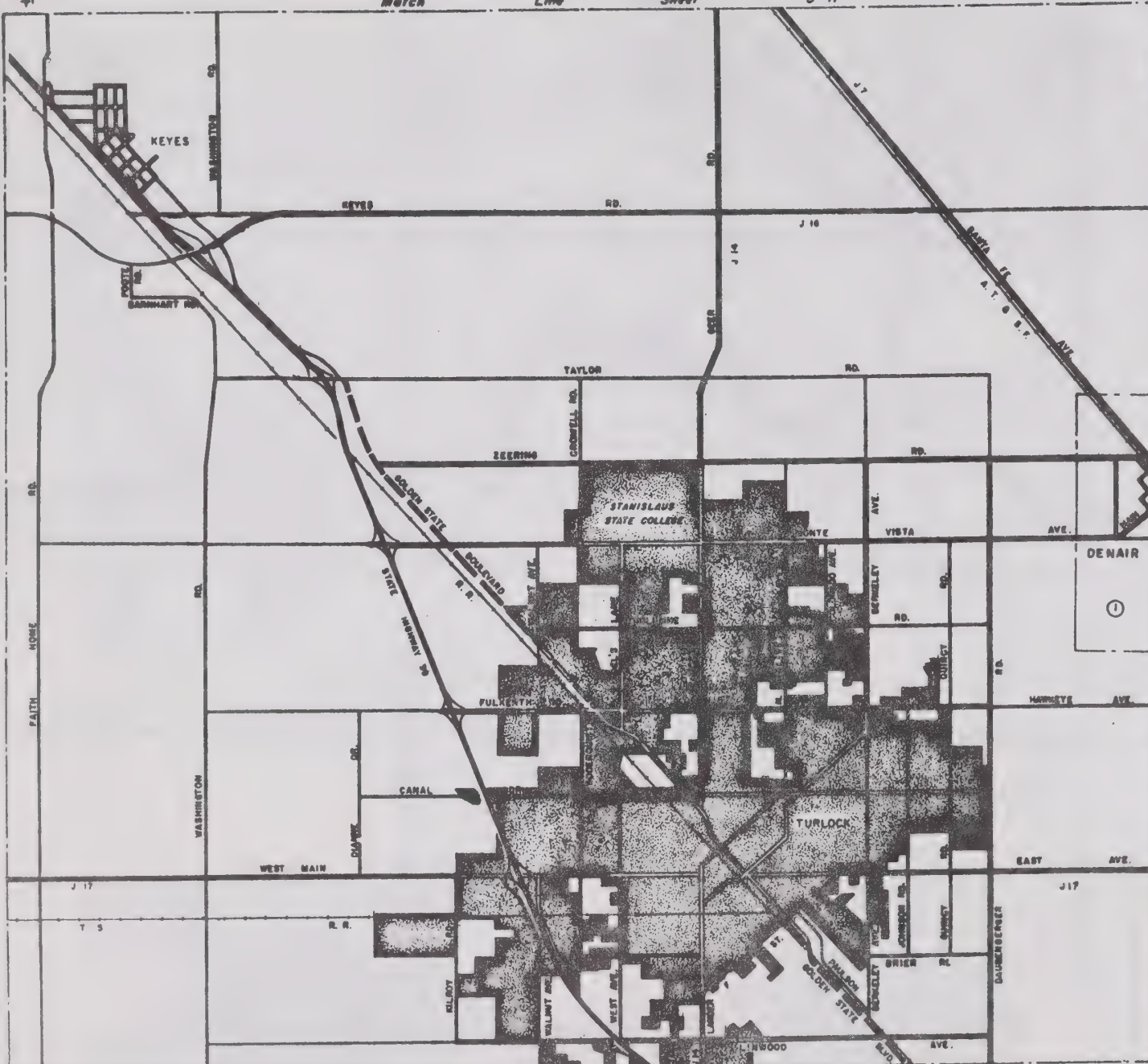
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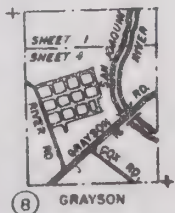
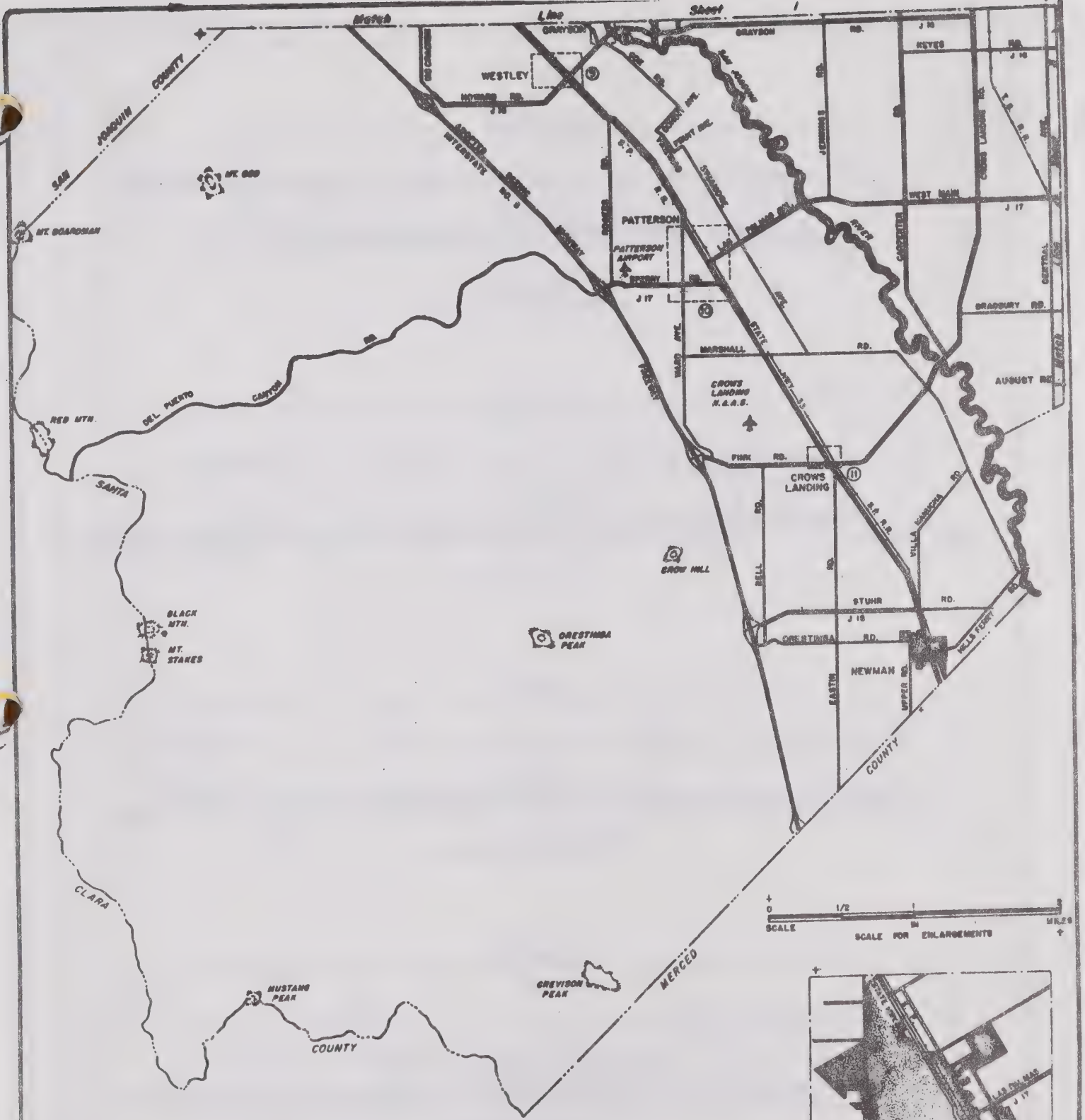


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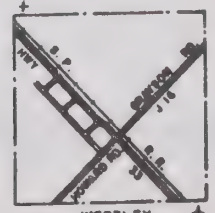
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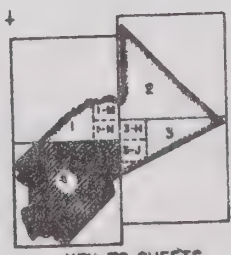
8 GRAYSON



11 CROW'S LANDING



9 WESTLEY



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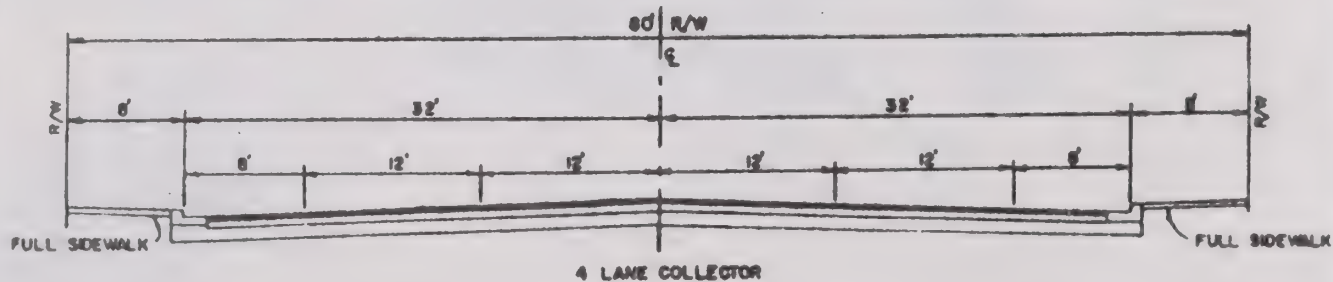
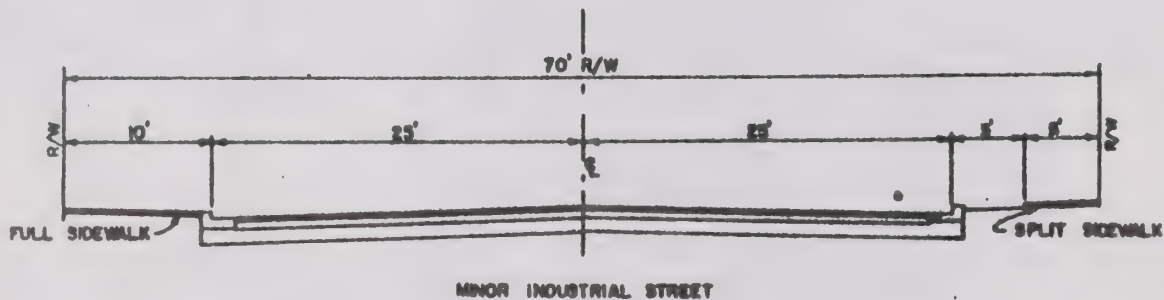
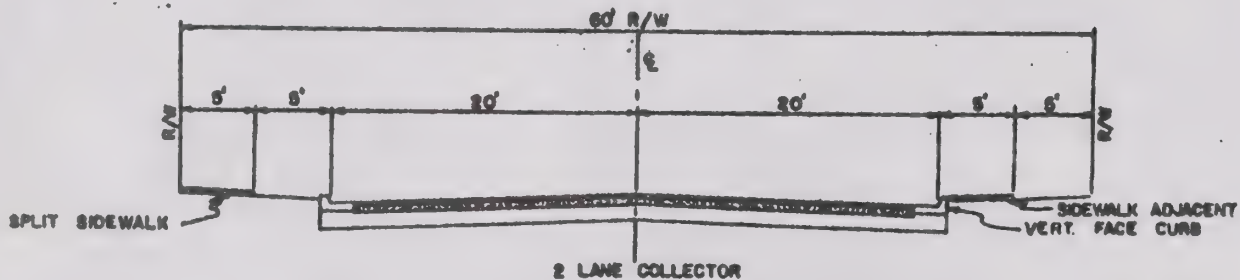
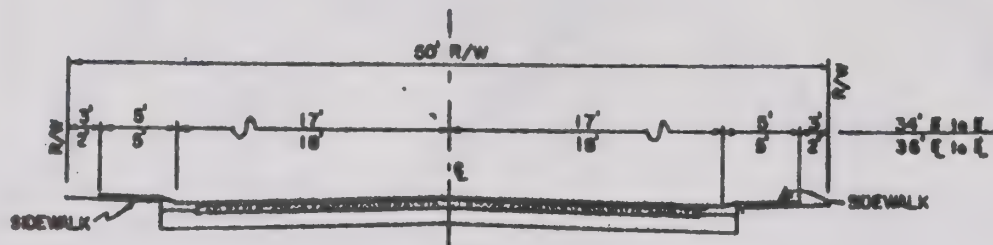
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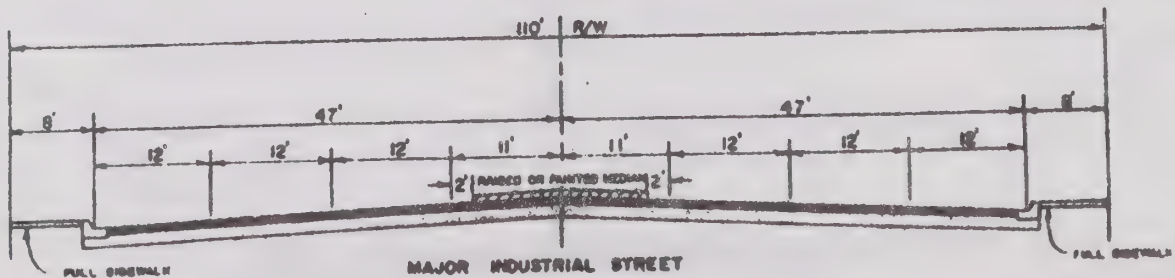
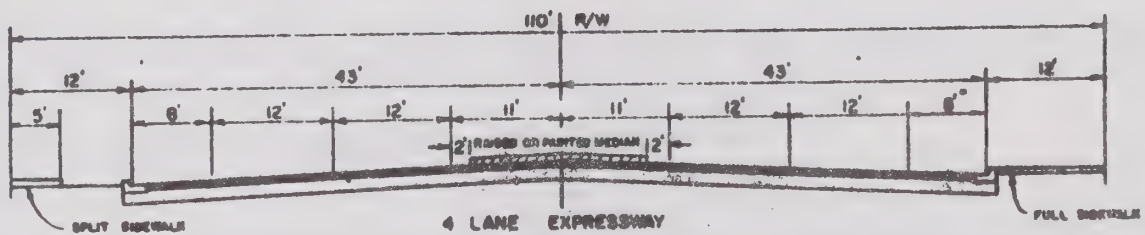
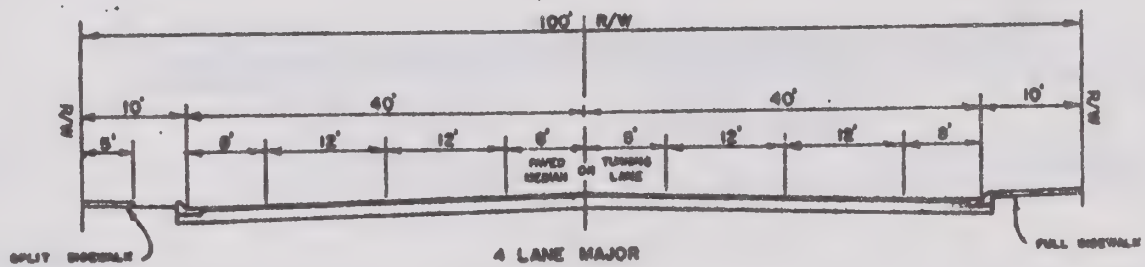
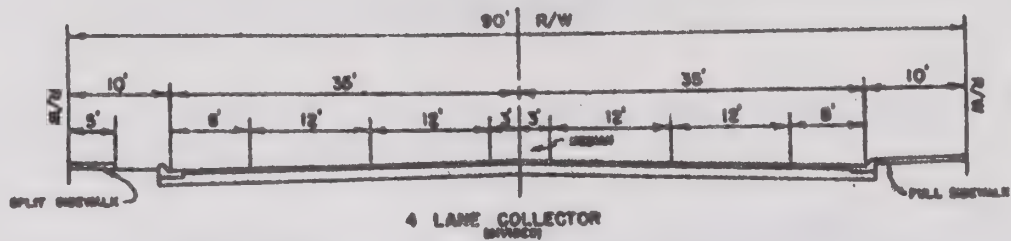
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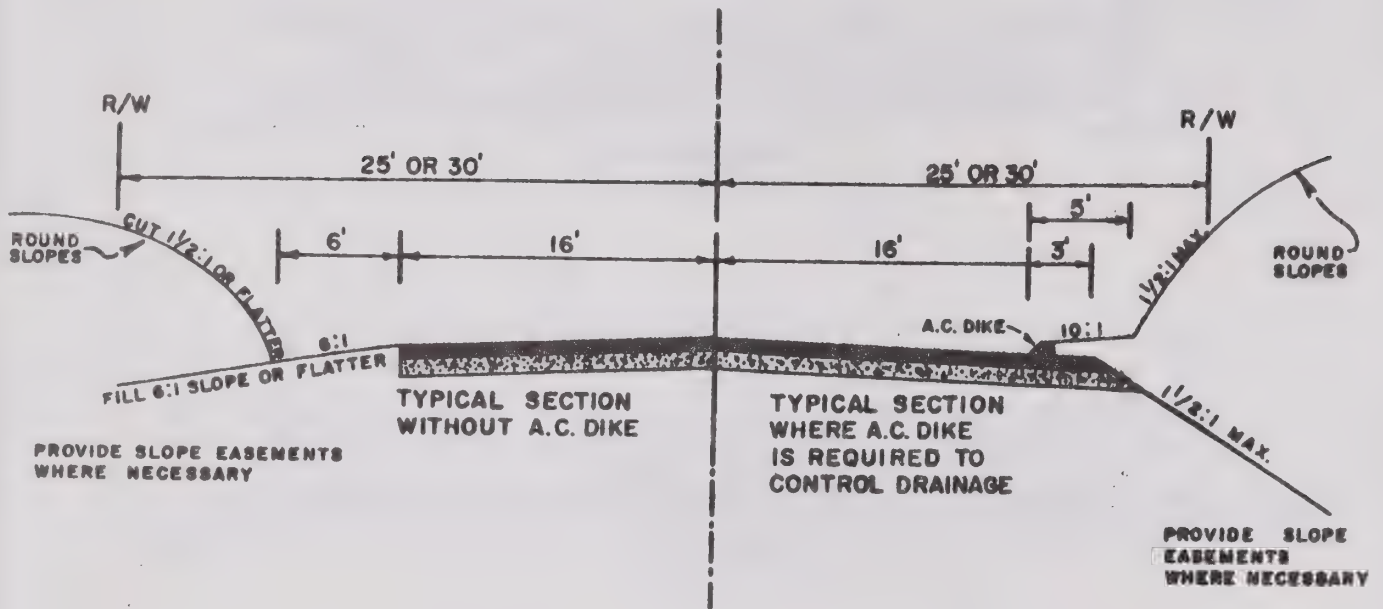
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TYPICAL STREET SECTIONS

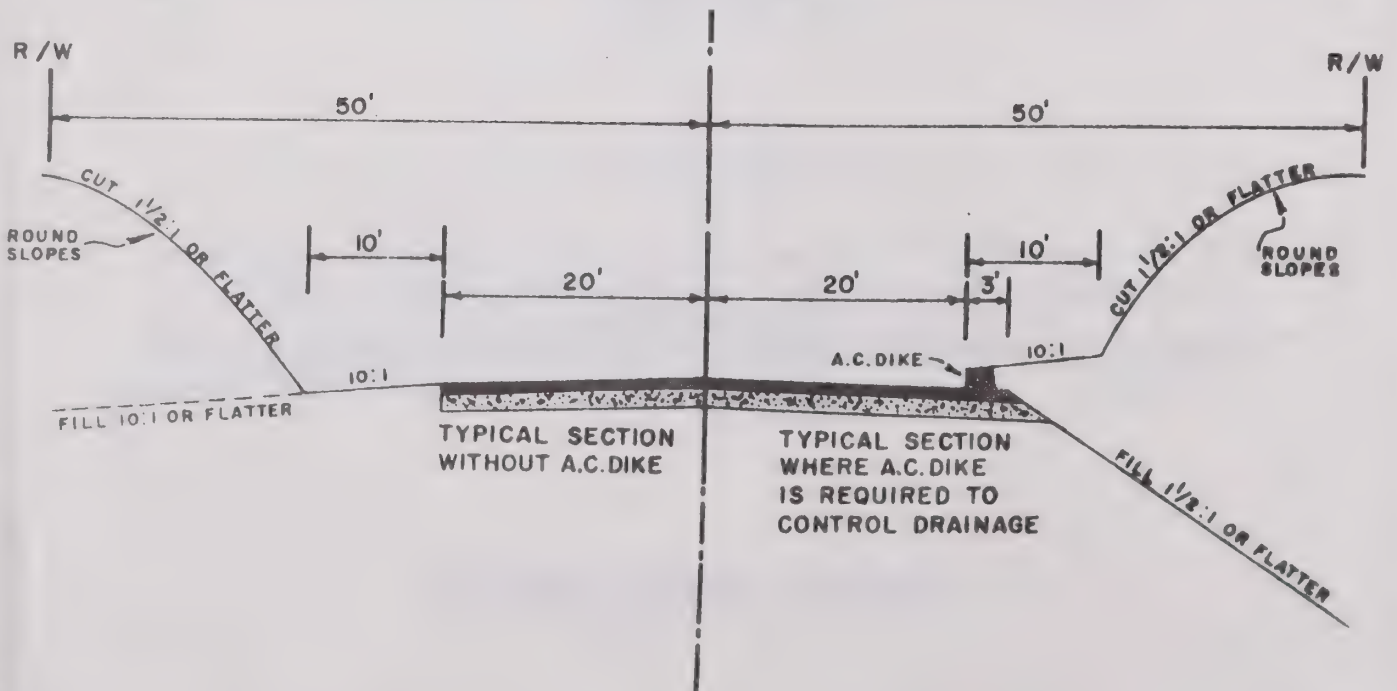
TYPICAL RURAL SECTION

50' & 60' R/W



TYPICAL RURAL SECTION

100' R/W



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**THE HOUSING ELEMENT OF THE
STANISLAUS COUNTY GENERAL PLAN
1985 REVISION**

**PLANNING COMMISSION RECOMMENDATION OF APPROVAL
TO THE STANISLAUS COUNTY BOARD OF SUPERVISORS:
AUGUST 2, 1984 AND DECEMBER 5, 1985**

**STANISLAUS COUNTY BOARD OF SUPERVISORS APPROVAL:
RESOLUTION 85-1999 — ADOPTED DECEMBER 17, 1985**

**PREPARED BY THE STANISLAUS COUNTY DEPARTMENT OF
PLANNING AND COMMUNITY DEVELOPMENT**

HOUSING ELEMENT OF THE
STANISLAUS COUNTY GENERAL PLAN

TABLE OF CONTENTS

INTRODUCTION	1
A. PURPOSE	1
B. METHODOLOGY	1
C. DEFINITIONS	2
D. PUBLIC PARTICIPATION	3
E. CONSISTENCY WITH OTHER PLAN ELEMENTS	3
F. LIST OF TABLES, GRAPHS AND CHARTS	4
POPULATION CHARACTERISTICS	7
A. GROWTH TRENDS	7
Table 1 - Population of Modesto SMSA, County and Selected Cities, 1970, 1980	8
Table 2 - Stanislaus County Population Trends, 1900-2000	8
B. ETHNIC GROUPS	9
Table 3 - Population By Race, 1980	9
C. AGE OF POPULATION	9
Table 4 - Population by Age, 1970-1980, County and State Averages	10
EMPLOYMENT	10
A. AREA PROFILE AND EMPLOYMENT TRENDS	10
Chart A - Industry Profiles for Modesto SMSA 1976, 1980, 1985	11
B. EMPLOYMENT PROJECTIONS AND PROJECTED HOUSING NEEDS	12
C. UNEMPLOYMENT TRENDS	12
Graph A - Stanislaus County Unemployment Rate	13
SPECIAL HOUSING NEEDS	14
A. THE ELDERLY	14
Table 1 - The Elderly Population, Stanislaus County	14
Table 2 - Tenure for Occupied Housing Units in Stanislaus County Unincorporated Area	15
Table 3 - Poverty by Family Household Characteristics in Stanislaus County Unincorporated Area, Elderly	16
B. THE HANDICAPPED	16
C. FEMALE-HEADED HOUSEHOLDS	16
Table 4 - Poverty by Family Household Characteristics in Stanislaus County Unincorporated Area	17
D. LARGE FAMILIES	17
Table 5 - Tenure of Occupied Housing Units By Household Size in Stanislaus County Unincorporated Area	18
Table 6 - Tenure of Occupied Housing Units By Persons Per Room in Stanislaus County Unincorporated Area	18
E. FARM WORKERS	18
Table 7 - Assumed (1983-1989) Farm Worker Housing Needs, Stanislaus County and Cities	19

Table 8 • Stanislaus County Housing Authority Farm Labor Housing (year-round)	20
Table 9 - Stanislaus County Housing Authority Migrant Farm Worker Housing (seasonal)	20
E. EMERGENCY HOUSING/HOMELESS	21
1. SALVATION ARMY	21
2. GOSPEL MISSION	21
3. WOMEN'S REFUGE CENTER	21
4. ADULT PROTECTIVE SERVICES	21
5. COUNTY'S GENERAL HOSPITAL	22
6. GENERAL ASSISTANCE/AID TO FAMILIES WITH DEPENDENT CHILDREN	22
HOUSING SUPPLY CHARACTERISTICS	23
A. EXISTING HOUSING STOCK	23
Table 1 - 1980 Population and Housing, Stanislaus County	23
Table 2 - Total Housing Stock by Type of Structure 1970, 1980, Stanislaus Countywide	24
B. VACANCY RATES	24
Table 3 - Vacancy Rates for Rentals, Sale and Other Units, Stanislaus County and California	25
Table 4 - Trend in Vacancy Rates, Stanislaus County 1979-1983	25
C. HOUSING CONDITION	26
1. TENURE AND PHYSICAL CONDITION OF HOUSING STOCK	26
Table 5 - Stanislaus County Housing Supply by Age Category	27
Table 6 - Percentage of Housing Units by Age Category	27
Table 7 - Condition of Housing Units in Stanislaus County in Need of Rehabilitation	27
2. REPLACEMENT OF EXISTING HOUSING	27
Table 8 - Assumed 1983-1989 Housing Replacement Need, Stanislaus County and Cities	28
3. OVERCROWDING	28
Table 9 - Tenure of Occupied Housing Units by Persons Per Room in Stanislaus County Unincorporated Area	29
D. HOUSEHOLD INCOME AND HOUSING COSTS	29
1. HOUSEHOLD INCOME	29
Table 10 - Number of Households By Income Category In Stanislaus County	30
2. VERY LOW, LOW, AND MODERATE INCOME HOUSEHOLDS	30
3. HOME COST TRENDS AND INCOME TRENDS	30
Table 11 - Approximation of Monthly Home Ownership Costs, Single-family Homes (New and Existing)	31
4. LOWER INCOME HOUSEHOLDS AND HOUSING COSTS	32
Table 12 - Household Income by Selected Monthly Costs (Gross Rent/Mortgage Costs), As a Percent of Income	33
5. OVERPAYING	33

E.	TRENDS IN HOUSING PRODUCTION	34
	Graph 1 - New Dwelling Units Authorized by Building Permits Stanislaus Countywide 1969-1983	34
	Graph 2 - Single-Family/Multiple-Family by Building Permits, Stanislaus Countywide 1969-1983	35
	Table 13 - Projections of Population and Occupied Housing Units in Rural Areas	36
F.	REGIONAL HOUSING NEEDS	36
	Table 14 - Assumed Housing Need 1985-1992 by Income Category, Stanislaus County and Cities	37
G.	ADEQUATE SITES AND LAND INVENTORY	38
	Table 15 - Projected Housing Units and Acreage Restricted for Development by Zoning Type, (Unincorporated Areas)	41
	Table 16 - Undeveloped Residential Land - Inventory by Growth Area	42
	HOUSING CONSTRAINTS	44
A.	MARKET CONSTRAINTS	44
1.	FINANCING COSTS	44
	Table 1 - Effect of Interest Rates on Mortgage Rates	45
	Table 2 - Comparison of Interest Rates and Housing Price Changes and Annual Income Needed For Home Purchases	45
2.	CONSTRUCTION COSTS AND LAND PRICES	46
	Chart A - Cost Components of a Typical New Single-Family Home	47
	Table 3 - Cost Breakdown of New Home (1984)	47
	Table 4 - Interest Rates, Average Lot Cost and Average New Home Purchase Price for Stanislaus County	48
	Table 5 - Estimated Cost of Buying Median Priced Homes in California Communities	48
B.	GOVERNMENTAL CONSTRAINTS	49
1.	LAND USE CONTROLS	49
2.	BUILDING CODES AND ENFORCEMENT	50
3.	ON AND OFF-SITE IMPROVEMENTS	50
4.	FEES	50
5.	PROCESSING AND PERMIT PROCEDURES	51
	ENERGY CONSERVATION MEASURES	53
A.	PROMOTION OF ENERGY CONSERVATION IN THE PUBLIC AND PRIVATE SECTORS	53
B.	STANISLAUS COUNTY'S CURRENT PROGRAM	53
C.	NEW POLICIES AND PROGRAMS TO BE IMPLEMENTED	54
	HOUSING RESOURCES PROVIDED THROUGH FEDERAL, STATE, AND LOCAL PROGRAMS	55
A.	HOME CONSTRUCTION AND PURCHASE	57
B.	HOUSING REHABILITATION PROGRAMS	59
C.	COMMUNITY DEVELOPMENT BLOCK GRANT FUNDS	62
	Chart A - Description of CDBG Projects	64

D.	RENTER ASSISTANCE	65
E.	EMERGENCY SHELTER	66
HOUSING PROGRAM - FIVE-YEAR ACTION PLAN		67
A.	INTRODUCTION	67
1.	NEW CONSTRUCTION	68
2.	REHABILITATION	69
3.	CONSERVATION	69
B.	GOALS, OBJECTIVES, AND IMPLEMENTATION STRATEGIES	70
1.	PROVISION FOR LOW- AND MODERATE-INCOME HOUSING	70
2.	HOUSING TO ACCOMMODATE SPECIAL NEEDS	73
3.	PROVISION OF ADEQUATE SITES FOR DEVELOPMENT	76
4.	REMOVAL OF GOVERNMENTAL CONSTRAINTS	78
5.	CONSERVATION AND REHABILITATION OF EXISTING HOUSING	82
6.	ENERGY CONSERVATION IN HOUSING	85
7.	PROMOTION OF EQUAL OPPORTUNITY IN HOUSING	88
LIST OF REFERENCES		89

INTRODUCTION

A. PURPOSE

The Housing Element is a mandatory component of general plans required by the State Legislature and administered by the Department of Housing and Community Development. The purpose of the Housing Element is to provide a documentation of housing needs and a program of actions the County will pursue to implement those identified housing needs.

The Housing Element provides a framework for achieving goals in a timely and orderly manner. This document is an expression of local commitment to act in a progressive fashion to utilize the public and private resources of the County in response to the challenge of providing decent and affordable housing in a pleasant environment for all County residents.

To assure that local planning effectively implements the statewide policy of the attainment of a decent home and a satisfying environment, the Legislature has established a number of standards to be followed in the preparation of the Housing Element. The County has developed a comprehensive plan and implementation strategy in the Housing Element. The first step involved an analysis of the housing problems, including immediate housing needs as well as the prospective need over a five-year period. It includes an evaluation of both governmental and nongovernmental constraints, housing supply characteristics, employment and population data, housing energy conservation practices, in addition to a discussion of the State, Federal, and local government programs offered for tenants and homeowners. The analysis also includes an evaluation of the ability of the County to accommodate new housing through an inventory of appropriate sites. Stanislaus County recognizes that there is a regional housing need and that each locality must share in meeting this need identified by the local council of governments (COGs).

The Housing Element delineates a program whereby specific goals, policies and objectives may be attained. Problems and subjects of concern identified in the analysis are addressed in the Housing Program. The Action Plan addresses efforts to (a) conserve and rehabilitate existing housing; (b) preserve affordability and provide adequate housing for all economic segments of the County; (c) reduce housing discrimination; and accommodate special needs residents; (d) promote energy conservation in housing; and (e) the removal of governmental constraints to housing development. This 1984-89 Housing Element is an update of the 1980 Housing Element and addresses the criteria set forth in Article 10.6 of the California Government Code (Section 65580, et seq.).

B. METHODOLOGY

Major information sources used in the preparation of this Element included the 1970 and 1980 Census, the 1975 Special Census, Department of Finance Population and Housing projections, and the Stanislaus Area Association of

Governments Housing Needs Report. The latter report has been certified by the Department of Housing and Community Development. In addition, County staff has secured information from the local Board of Realtors, banking and financial institutions, building industry officials, Housing Authority members, and social program agencies to be used in the preparation of this Element.

Legislative materials and housing-related literature were reviewed and analyzed for its applicability to this County.

C. DEFINITIONS

Constraints - potential and actual governmental and nongovernmental hindrances to the maintenance, improvement, and development of housing for all income levels.

County - the unincorporated areas of Stanislaus County over which the County governing body maintains jurisdictional control.

Countywide - the incorporated and unincorporated portions of Stanislaus County.

Deteriorating - refers to a housing unit which needs more repair than would be provided in the course of regular maintenance and indicates lack of proper upkeep. Such defects would classify a unit as deteriorating: (1) holes, open cracks, missing materials (over a small area), windows not rain or wind proof, missing bricks, broken or loose railings.

Dilapidated - refers to a housing unit which no longer provides safe and adequate shelter. The defects are so critical that the unit should be either extensively repaired, rebuilt, or torn down. Such defects would classify a unit as dilapidated: (1) holes, open cracks, missing materials (over a large area), substantial sagging of floors, walls or roof, extensive damage due to storm, fire, or flood.

Disability - a physical or mental problem lasting six months or longer.

Elderly - people of the age 62 years or older.

Fair-Share Allocation Plan - a provision of the 1977 Housing and Community Development Housing Element Guidelines which assigned the regional councils of government to determine the responsibility of each local jurisdiction within the region to address the housing needs of all economic sectors of the population.

Farm Worker - those regular or full time farm laborers employed for more than 150 days annually, and those seasonal or migrant farm workers who travel more than 50 miles across county lines to obtain agricultural employment and reside in the County approximately six months of the year.

Handicapped - refers to individuals with a walking or seeing disability.

Households - refers to all person occupying a dwelling unit.

Large Family - a family comprising four or more people.

Low, Very Low, and Moderate Income - very low income refers to households that earn 50 percent or less of the median County income; low income refers to households earning 51-80 percent of the median County income, and moderate income refers to households earning 81-120 percent of the median County income level.

Multiple-Family Units - refers to occupied owner and rental multiple unit dwellings ranging in size from duplexes to large apartment complexes containing many units.

Need - the summation of new units, rehabilitated units, and rental units which would be required to enable all low and moderate income households in the unincorporated areas of the County to be adequately housed.

Overcrowded - refers to households in which there is less than one room per person.

Single-Family Unit - refers to owner and renter occupied single, detached and attached units.

Total Housing Stock - refers to three basic categories of housing types: (1) single-family units, (2) multiple family units, and (3) mobile homes.

D. PUBLIC PARTICIPATION

Public participation in the preparation of the Housing Element has been accomplished by wide distribution to community groups, organizations, and interested citizens. Also, two public hearings will be held, one by the County Planning Commission and one by the Board of Supervisors, seeking comments regarding actions to be taken regarding the final adoption of the Housing Element. Adequate opportunities to participate in the planning, development, implementation, monitoring, and evaluation of the Housing Element is provided to deliver the best possible programs.

During the preparation and review of this document, citizen participation is viewed as a necessary component for a successful housing program. The County supports citizen involvement in the decision-making process by promoting the involvement of specific socio-economic groups, agencies, builders, and residents of particular community areas intended to be served by a given program.

E. CONSISTENCY WITH OTHER PLAN ELEMENTS

The Stanislaus County General Plan, originally approved in August, 1975, and subsequent revisions, contains all of the nine elements mandated by state law. Because general plans are composed of discrete elements, it is important that the data, projections, growth assumptions, etc., of each element are consistent with all other elements. Moreover, the policies stated in these plans should work to mutually reinforce the policies of other elements. In that respect, some elements are closely related while others have a more tenuous relationship. However, a review of the County General Plan indicates that the Housing Element is substantially consistent with all other plan elements and that no amendments or revisions to the General Plan are necessary to achieve consistency. As indicated in the purpose of the housing program described in the preceding discussion, the State requires the evaluation and revision of the previous Housing Element according to criteria of the California Government Code, Section 65588.

F. LIST OF TABLES, GRAPHS, AND CHARTS

Population Characteristics

Table 1 - Population of Modesto SMSA, County and Selected Cities, 1970, 1980

Table 2 - Stanislaus County Population Trends, 1900-2000

Table 3 - Population by Race, 1980

Table 4 - Population by Age, 1970-1980 County and State Averages

Employment

Chart A - Industry Profiles for Modesto SMSA, 1976, 1980, 1985

Graph A - Stanislaus County Unemployment Rate

Special Housing Needs

Table 1 - The Elderly Population, Stanislaus County

Table 2 - Tenure For Occupied Housing Units In Stanislaus County Unincorporated Area

Table 3 - Poverty By Family Household Characteristics In Stanislaus County Unincorporated Area, Elderly

Table 4 - Poverty By Family Household Characteristics In Stanislaus County Unincorporated Area

Table 5 - Tenure of Occupied Housing Units By Household Size In Stanislaus County Unincorporated Area

Table 6 - Tenure of Occupied Housing Units By Persons Per Room In Stanislaus County Unincorporated Area

Table 7 - Assumed (1983-1989) Farm Worker Housing Needs, Stanislaus County and Cities

Table 8 - Stanislaus County Housing Authority Farm Labor Housing (year-round)

Table 9 - Stanislaus County Housing Authority Migrant Farm Worker Housing (seasonal)

Housing Supply Characteristics

Table 1 - 1980 Population and Housing Stanislaus County

- Table 2 - Total Housing Stock by Type of Structure
1970, 1980 Stanislaus Countywide
- Table 3 - Vacancy Rates for Rentals, Sale and Other
Units, Stanislaus County and California
- Table 4 - Trend in Vacancy Rates, Stanislaus County 1979-1983
- Table 5 - Stanislaus County Housing Supply by Age Category
- Table 6 - Percentage of Housing Units by Age Category
- Table 7 - Condition of Housing Units in Stanislaus County in
Need of Rehabilitation
- Table 8 - Assumed 1983-1989 Housing Replacement Need,
Stanislaus County and Cities
- Table 9 - Tenure of Occupied Housing Units By Persons Per Room in
Stanislaus County Unincorporated Area
- Table 10 - Number of Households By Income Category in Stanislaus
County
- Table 11 - Approximation of Monthly Home Ownership Costs,
Single-family Homes (New and Existing)
- Table 12 - Household Income By Selected Monthly Costs (Gross
Rent/Mortgage Costs), As a Percent of Income
- Graph 1 - New Dwelling Units Authorized by Building Permits
Stanislaus Countywide 1969-1983
- Graph 2 - Single-Family/Multiple-Family by Building Permits,
Stanislaus Countywide 1969-1983
- Table 13 - Projections of Population and Occupied Housing Units
in Rural Areas
- Table 14 - Assumed Housing Need 1985-1992 by Income Category,
Stanislaus County and Cities
- Table 15 - Projected Housing Units and Acreage Restricted
for Development by Zoning Type, (Unincorporated Areas)
- Table 16 - Undeveloped Residential Land - Inventory by
Growth Area

Housing Constraints

- Table 1 - Effect of Interest Rates on Mortgage Rates

Table 2 - Comparison of Interest Rates and Housing Price Changes
and Annual Income Needed for Home Purchases

Chart A - Cost Components of a Typical New Single-Family Home

Table 3 - Cost Breakdown of New Home (1984)

Table 4 - Interest Rates, Average Lot Cost and Average New Home
Purchase Price for Stanislaus County

Table 5 - Estimated Cost of Buying Median Priced Homes in
California Communities

Housing Resources Provided Through
Federal, State and Local Programs

Chart A - Description of CDBG Projects.

POPULATION CHARACTERISTICS

A. GROWTH TRENDS

Over the past 50 years the history of Stanislaus County has been one of growth. From a population of 56,641 in 1930, the County increased almost 400 percent, 224,000 by 1975, and is expected to reach 303,400 by 1985. Beyond that point, current projections indicate that Stanislaus County will grow to approximately 415,000 by year 2000 (See Table 2). The above figures represent countywide growth trends and include both incorporated and unincorporated areas.

The majority of the population growth, however, has taken place within the cities rather than in County jurisdiction, and much of the unincorporated growth has, in the past, taken place on the cities' fringes. In 1975, for example, 52 percent of the residents in unincorporated areas were located on the fringe areas of cities, while the remainder were located in unincorporated towns or other rural areas. Annexation of the fringe areas by cities has resulted in declining population for unincorporated areas even though population countywide has continued to increase. Since 1975, annexation by the City of Modesto alone has resulted in a transfer of approximately 7,000 people from the County to the city.

The State Department of Finance estimates that Stanislaus County's population stood at 272,087 on January 1, 1981, of which 93,151 were found in the unincorporated areas. During the eleven years since the 1970 Census, the County has been among the fastest growing counties in the state. More than 77,581 new residents were added, expanding the County's population by 38.7 percent. This compares to a much lower growth rate (18.5 percent), for the state as a whole during the same period.

The three largest cities of Stanislaus County continue to exhibit high growth rates. However, some of the population gain in these areas has been attained through area annexations, as well as immigration. In a ten-year period, from 1970-1980, Modesto has added 44,890 residents, growing at an average annual pace of 7.3 percent. Turlock, the County's second largest city, has grown by 12,295 residents, or an average annual growth rate of 8.79 percent. During the same period, the population of Ceres expanded by only 7,252, but had the fastest annual growth rate among the incorporated areas of Stanislaus County, 12 percent. It is important to note that while the cities have indicated constant population increases over the ten-year period, the unincorporated area of the County marks a striking decrease in population growth of 1.2 percent. This is due to encouraged annexations of land to the cities which can offer better urban services for residents, and the continued agricultural emphasis in rural Stanislaus County.

TABLE 1

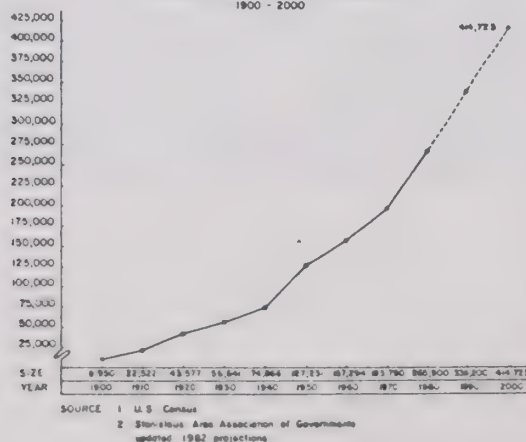
Population of Modesto SMSA
County and Selected Cities
1970, 1980

	1970	1980	Percent Change
Total Stanislaus County	194,506	265,900	36.7
Incorporated cities:			
Ceres	6,029	13,281	120.3
Hughson	-	2,943	-
Modesto	61,712	106,602	72.7
Newman	2,505	2,785	11.2
Oakdale	6,594	8,474	28.5
Patterson	3,147	3,908	24.2
Riverbank	3,949	5,695	44.2
Turlock	13,992	26,287	87.9
Waterford	2,243	2,683	19.6
Unincorporated Area:	94,335	93,242	-1.2

Source: SMSA Census April, 1970
SMSA Census April, 1980

In addition, current County policies are likely to preclude major increases in population for the unincorporated areas. These policies include maintaining a 40-acre minimum parcel size in areas zoned "Exclusive Agriculture," encouraging the use of Williamson Act contracts, and prohibiting growth on the unincorporated urban fringes of cities. Consequently, housing needs identified in the Housing Element are primarily related to the needs of moderate and low income residents in the rural areas rather than those in the urban fringes. This practice appears to be appropriate for two reasons. First, some of the urban fringe areas are likely to be annexed to cities in the future, and second, those areas are within the housing market areas of the adjacent cities, and therefore, the housing elements of the cities are required to develop programs to mitigate the unmet housing needs of those residents.

TABLE 2
STANISLAUS COUNTY POPULATION TRENDS
1900 - 2000



The table above shows the population growth of the County from 1900 to year 2000.

B. ETHNIC GROUPS

Table 3 indicates that the Hispanic population is by far the largest ethnic group in both the incorporated and unincorporated areas of Stanislaus County, averaging 13.8 percent and 17.3 percent, respectively. People of Spanish origin are approximated to be 17,900 in the Modesto urban area. The highest concentration of this ethnic group is found in south and west Modesto. The towns of Westley and Grayson also have a high concentration of the Hispanic population who work in the surrounding farm areas. The Black population is mainly concentrated in the west of Modesto, whereas the Asians and Native Americans are dispersed widely throughout the County.

TABLE 3
POPULATION BY RACE 1980

Ethnic Groups	Incorporated Areas		Unincorporated Areas		Total Stanislaus County	
	#	%	#	%	#	%
White	138,615	80.3	73,799	79.1	212,414	79.9
Black	2,475	1.4	649	.7	3,124	1.2
Hispanic	23,790	13.8	16,099	17.3	39,889	15.0
Asian & Pacific Islanders	3,467	2.0	639	.7	4,106	1.5
Native American	1,914	1.1	1,281	1.4	3,196	1.2
Other	2,397	1.4	775	.8	3,172	1.2
TOTAL	172,658	100.0	93,242	100.0	265,900	100.0

Source: Stanislaus County 1980 Decennial Census

C. AGE OF POPULATION

Table 4 indicates that the age distribution for Stanislaus County has remained relatively constant over the past ten years. Although the senior population marks a high increase of over 9,000 in population, this population range is comparable to the statewide average with only a 0.8 percent difference. The adult range in Stanislaus County falls 3.6 percentage points below the state average, yet we see the youth and senior categories to be slightly higher than the state average, making up for this difference. In addition, the median age in Stanislaus County, 29.21, closely parallels the state median age of 29.9, and the U.S. median age of 30.0.

TABLE 4
POPULATION BY AGE 1970-1980
COUNTY AND STATE AVERAGES

Population Ranges	1970	1980		
	Population	Population	Stanislaus County %	State Average %
Total: All ages	194,506	265,900	100	100
Youth 0-17	68,432	79,264	29.8	27.0
Adult 18-64	106,078	157,453	59.2	62.8
Senior 65-over	19,996	29,183	11.0	10.2

Source: Department of Finance
1980 Census

Stanislaus County 1970 Census
1980 State Population Census

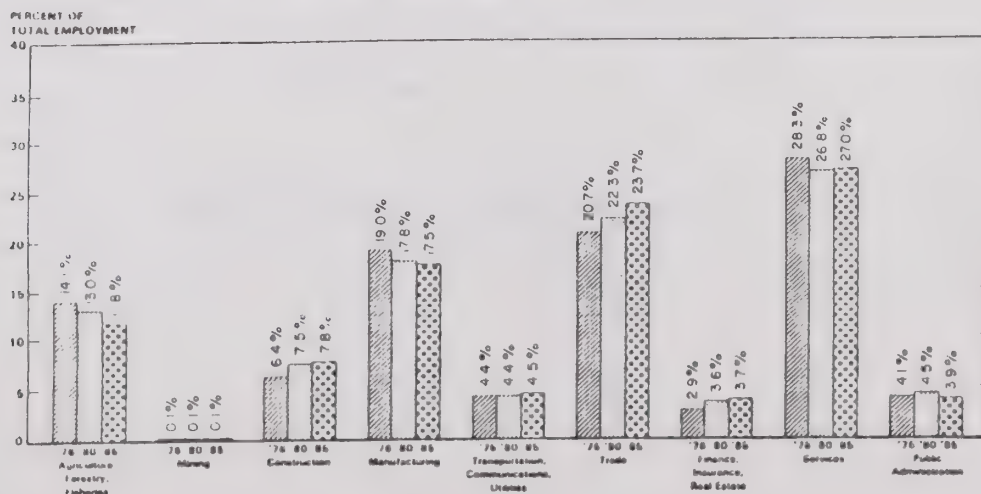
EMPLOYMENT

A. AREA PROFILE AND EMPLOYMENT TRENDS

Agriculture is the mainstay of Stanislaus County's economy. Despite a slight decline in the agricultural sector during 1982, agriculture remains the fifth largest employer in the County on an annual average basis. Agriculture, however, can be regarded as the most significant economic activity in the unincorporated areas of the County. During the peak harvest season, agriculture provided 20,000 jobs for workers making it temporarily the second largest employer countywide. In 1981, the industry grossed over three-quarters of a billion dollars, ranking Stanislaus County as the ninth largest agricultural county in the state. Agriculturally related industries, food processing, wholesale trade and transportation, also play a central role in the County's economy. Although many jobs in agriculture are seasonal and, therefore, cause a fluctuation in employment levels, government, retail trade, and manufacturing tend to stabilize the County's economy.

The Employment Development Department indicates in the Projections of Employment 1980-85, that the total employment in Stanislaus County will continue to rise during the 1980-85 forecast period, but at a slower rate than in the previous four years. Population growth and expansion of goods and services accounted for rapid employment advances between 1976 and 1980; job gains rose an average of 4.4 percent per year. Rising interest rates and the government's tight economic policies caused a slight slowdown in 1980 in industries such as construction, retail trade, finance, insurance and real estate. However, EDD projects employment increases through 1985 at an average annual rate of 2.9 percent. The following chart illustrates in block graph form the percentage of total employment for the County's main industries during the years 1976, 1980, and projected 1985.

CHART A
INDUSTRY PROFILE FOR MODESTO SMSA
1976-1980-1985



B. EMPLOYMENT PROJECTIONS AND PROJECTED HOUSING NEEDS

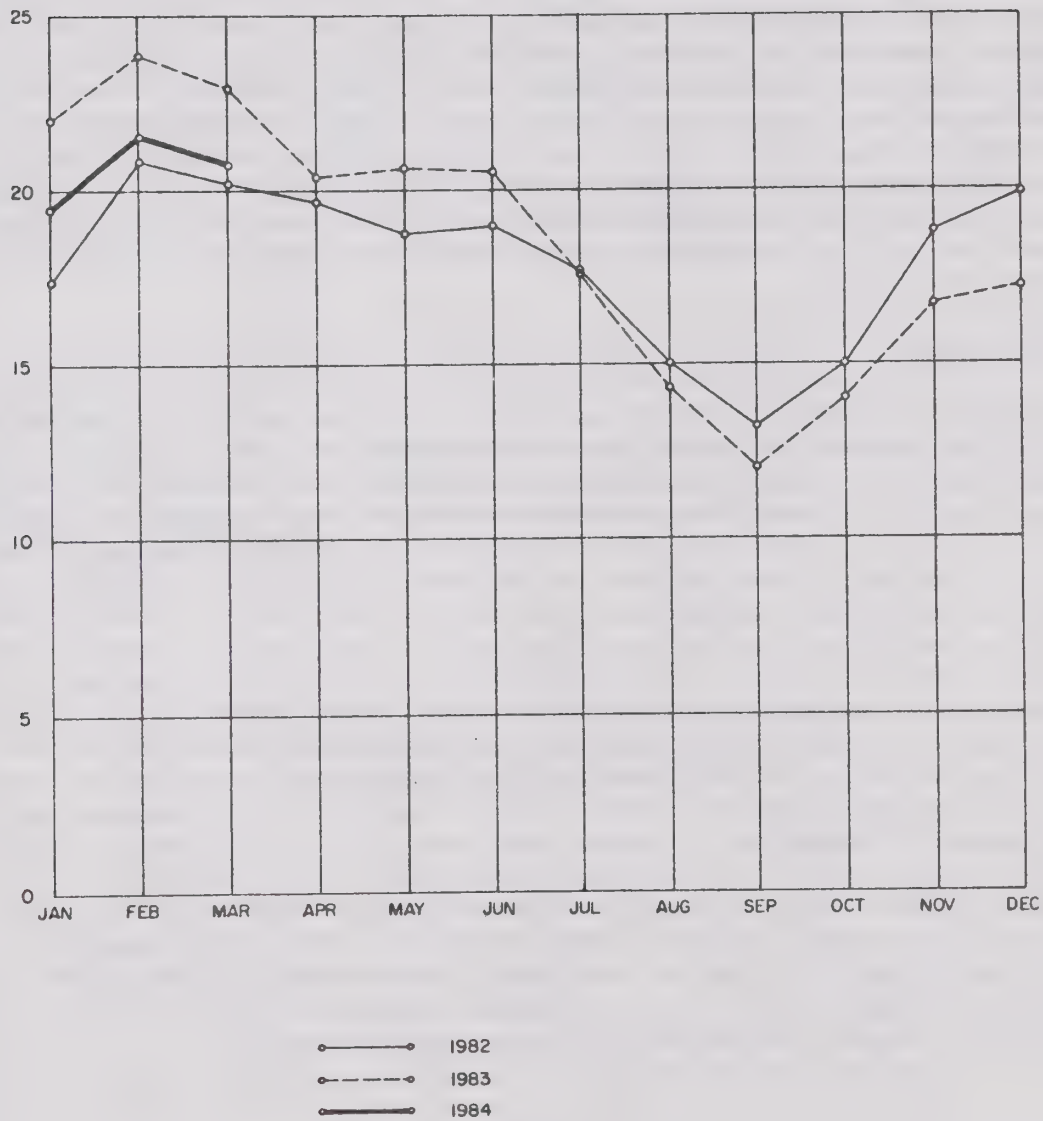
Job growth and the geographical distribution of employment opportunities (current and future) were considered in the development of the regional COG - SAAG's projections of employment and housing needs. The 1980 projections report, completed by SAAG, notes that expansion in wage and salary employment is expected to grow in Stanislaus County from 91,600 in 1975 to 130,000 by the year 2000. This represents an annual growth rate of 1.41 percent. By the year 1985, employment in the County is forecasted to reach 113,320, with the City of Modesto having almost 60 percent of the total County employment in that year.

SAAG conducted a survey in June, 1983, which approximated the existing housing stock to be comprising 35,067 housing units in the unincorporated area of the County. Considering employment trends, population changes and other such factors, SAAG estimates a current 1983 need for housing to be 34,347 units. Therefore, at present, the County has exceeded the housing need by 720 housing units. Quantified housing need projections by type of dwelling, and in accordance with the needs of all income levels is included in the regional housing needs section.

C. UNEMPLOYMENT TRENDS

The County's unemployment trends can also be a strong indicator of the future economic development in the County. Statistics indicate that for the first quarter of 1984, the unemployment rates fell at least two percentage points below the 1983 rates during the same period: 1/83 - 22.0 percent; 1/84 - 19.5 percent; 2/83 - 23.8 percent; 2/84 - 21.5 percent; 3/83 - 22.9 percent; 3/84 - 20.7 percent. It is projected that in 1984 the unemployment rates will remain relatively stable through June and drop significantly during the peak harvest months of July through October. The unemployment rates will then begin to climb steadily through the month of December.

GRAPH A
STANISLAUS COUNTY
UNEMPLOYMENT RATE



SOURCE: STATE EMPLOYMENT DEVELOPMENT DEPARTMENT

SPECIAL HOUSING NEEDS

A comprehensive housing strategy must consider the needs of households of certain disadvantaged groups whose special housing needs may be overlooked in the marketplace. Such households include the elderly, the handicapped, families with female-headed households, large families and farm workers. In general, many of the housing problems encountered by one of these groups is also duplicated by another group. For example, many of these people are of low- or moderate-income and have financial difficulties securing a home or renting a large enough unit to accommodate their needs. The handicapped and elderly have added problems of accessibility not only within their private residences, but going to and from public transportation facilities. This section will address the special problems of each of these groups on an individual basis.

A. THE ELDERLY

The elderly population often faces a lack of housing in the marketplace suitable for their particular needs since they are likely to have fixed or limited incomes. Besides financial considerations, the elderly require special needs in housing construction and location to allow for access and mobility. Elderly citizens must rely on public transportation if their dwellings are not located within close proximity of local services. The elderly often require additional mobile assistance in the form of ramps and handrails, which will allow access to public facilities. Because the elderly often live alone, they are often more vulnerable to abuse and theft and thus, need security devices to safeguard their homes against unwanted intrusions. The City of Modesto has two apartment complexes for the elderly which house over 275 people. Retirement and convalescent homes are other alternatives, but the majority live in independent residences, often in substandard condition. Table 1 indicates that 13,314 people in the unincorporated area of the County are 62 years of age or over. This figure represents approximately 14 percent of the total unincorporated area population. The 1980 Census further indicates that countywide, 29,183 people are 65 years of age or over, which represents 11 percent of the total County population. This percentage is only slightly higher than the 10.2 percent state average for this same age category.

TABLE 1
The Elderly Population,
Stanislaus County

Area Breakdown	Age Categories	
	62-64	65 or over
Incorporated	3,881	18,502
Unincorporated	2,633	10,681
Countywide Total	6,514	29,183

Source: 1980 Census

The Area Agency on Aging is concerned with the housing needs for the elderly in this community. Although the agency does not have the funds to provide or subsidize housing for the elderly, they act as a coordination and advocacy group for the elderly's housing needs. The AAA is a member of the Housing Revitalization Task Force made up of realtors, lenders, and planners. The state provides this task force with the most up-to-date changes in laws concerning housing. The AAA has formed a housing committee which monitors the number of granny flats developed in the County and acts as an advocacy group supporting housing projects for the aged. As an example, the committee wrote a letter in support of a 70-unit, senior citizen housing project to be constructed on the West Side, and advocates the development of a mobile home park for the elderly. They plan to begin a project for the purpose of identifying the physical components required in dwelling units for the elderly. The results of this study will be made available to the local home builders association.

Total number of occupied households, according to the 1980 census in the unincorporated portion of Stanislaus County is 31,636. The number of households occupied by the elderly is 6,858, representing 22% of the total housing stock. Units occupied by renters accounted for 10,603 or 34% of this total; 1,479 were occupied by elderly renters representing 14% of the total. Total owner-occupied dwelling units is 21,033, with 5,379 (26%) occupied by the elderly. This is moderately higher than the state average elderly household of 17%.

TABLE 2

TENURE FOR OCCUPIED HOUSING UNITS IN
STANISLAUS COUNTY UNINCORPORATED AREA

Tenure	Occupied Housing Units	Elderly Householder Age 65+
Renter Occupied	10,603	1,479
Owner Occupied	21,033	5,379
Total Units	31,636	6,858
Source: 1980 U. S. Census of Population and Housing		

In the table below, 13% of all households fall below the poverty level. Elderly households below poverty level account for 19% of all households below poverty level, and 22% above the poverty level. In the nonfamily category, the elderly make up 45% below poverty level, and 43% above the poverty level. 11% of the elderly households fall below the poverty level.

TABLE 3

POVERTY BY FAMILY HOUSEHOLD CHARACTERISTICS
IN STANISLAUS COUNTY UNINCORPORATED AREA

	Family	Non-Family	Total
Below Poverty:	2,902	1,104	4,006
Elderly	283	494	777
Above Poverty:	22,534	5,200	27,734
Elderly	3,880	2,228	6,108
Source: 1980 U. S. Census of Population and Housing			

B. THE HANDICAPPED

Handicapped individuals often require special access and design features within their housing units. Like the elderly, they also may need additional aid to travel to and from public facilities. California Administrative Code, Title 24, requires all public buildings to be accessible to the public, and therefore, must meet architectural standards such as rampways, large door widths, restroom modifications enabling free access for the handicapped. Stanislaus County has appropriated substantial sums of money to eliminate architectural barriers in County Government buildings. In housing, however, such standards are left to the discretion of the individual home builder. The 1980 Census indicates that 2,232 people who work in the County labor force have a disability and that 4,322 are prevented from working because of their handicap. Statistics also indicate there are 1,396 people between the ages of 16-64 who are unable to use public transportation for disabling reasons. Additionally, 1,636 people age 65 or above, are restricted from public transportation services. It should be noted that data was only available for the disabled population which may differ substantially from the physical or mentally handicapped. The Census defines a disability as a physical or mental problem lasting six months or longer.

C. FAMILIES WITH FEMALE-HEADED HOUSEHOLDS

According to the 1980 Census, Stanislaus County had a total of 9,310, two or more family households headed by women. This averages approximately 13 percent of the total family households of the County. On the surface this would not seem to pose a housing problem, yet a large percentage of these households, 32 percent, fall below the poverty level. Female-headed households comprise almost 42 percent of all families below the poverty level. These low income households find it increasingly difficult to find adequate housing since many landlords will not allow children for fear of property damage. In addition, their limited incomes restrict their ability to rent or own large enough dwellings to accommodate their children.

Families with female heads of households experience a high incidence of poverty not only in this County, but generally statewide. For Stanislaus County, the incidence of poverty among families headed by women was greater in the unincorporated areas than the cities. The table below shows poverty by family household characteristics.

TABLE 4

POVERTY BY FAMILY HOUSEHOLD CHARACTERISTICS
IN STANISLAUS COUNTY UNINCORPORATED AREA

	Families	Female Householder No Spouse
Below Poverty:	2,902	928
W/Children	2,154	846
W/O Children	748	82
Above Poverty:	22,534	1,628
W/Children	11,368	988
W/O Children	11,166	640
Source: 1980 U. S. Census of Population and Housing		

As indicated in the table, 11% of all families are below the poverty level. Further analysis reveals that over 36% of the families headed by females are below poverty and 46% of the female-headed families with children are living below the poverty level. This table reveals that of the 2,902 total families below poverty, 74% have children. In comparison, of the 928 total families with female heads below poverty, 91% have children.

Female heads of households often spend more on immediate needs such as food, clothing, transportation, and medical care than on maintaining their dwelling. This results in living units falling into disrepair and the incidence of poverty is more apparent and difficult to remedy. Since the level of poverty is high for their household category, discretionary income simply is not available for dwelling repair or maintenance.

D. LARGE FAMILIES

Table 5 indicates the number of families of various sizes from one member to five or more members. Families of five or more total 5,004 for the unincorporated area. Families following into this category represent a slightly higher percentage of 15.8 compared to the state average of 12.6%. Many large families face difficulty in securing adequate housing because they are in the low or moderate income range, and an adequate supply of rental units are unavailable in the marketplace. Large families are indicative not only of those households that require larger dwellings to meet their housing needs, but also are reflective of a large number that live below the poverty level.

The two tables below reveal that (1) 16% of all households are large families; (2) 15% of all owner occupied units contain large families; (3) 36% of the households with large families are renters; (4) 8% of all households are overcrowded; (5) 13% of all renters are overcrowded; and (6) 5% of all owner households are overcrowded.

TABLE 5

TENURE OF OCCUPIED HOUSING UNITS BY HOUSEHOLD SIZE
IN STANISLAUS COUNTY UNINCORPORATED AREA

Household Size	Owner Occupied Units	Renter Occupied Units
1 Person	3,260	2,256
2 Persons	7,629	2,896
3 Or 4 Persons	6,924	3,667
5 Or More Persons	3,220	1,784
Source: 1980 U. S. Census of Population and Housing		

TABLE 6

TENURE OF OCCUPIED HOUSING UNITS BY PERSONS PER ROOM
IN STANISLAUS COUNTY UNINCORPORATED AREA

Persons Per Room	Owner Occupied Units	Renter Occupied Units
1.00 Persons Per Room Or Less	19,898	9,174
1.01 Or More Persons Per Room	1,135	1,429
Source: 1980 U. S. Census of Population and Housing		

E. FARM WORKERS

Stanislaus County designates farm workers into two categories: (1) those regular or year around farm laborers employed for more than 150 days annually, and (2) those seasonal and migrant farm workers who travel more than 50 miles across County lines to obtain agricultural employment and reside in the County approximately six months of the year. Current documented statistics concerning the number of farm workers employed in Stanislaus County were not available in the 1980 Census or by surveys done by the Employment Development Department; therefore, we must rely on the Stanislaus Area Association of Governments (SAAG) Housing Needs Report which estimates the number of farm workers according to a 1979 survey. These figures represented on Table 7 do not differentiate between seasonal vs. year-round workers, but estimates overall a decrease in the number of farm workers through the projected 1989 period. The State Employment

Development Department also indicated this trend which is partially due to increased mechanization in farm production and a reduction in productivity levels.

TABLE 7

Assumed (1983-89) Farmworker Housing Needs
Stanislaus County and Cities

City	Estimated Farmworkers(1)				Estimated Households	
	1975	1980	1985	1989	1984	1989
Ceres	206	170	154	143	88	82
Hughson	164	135	123	114	70	65
Modesto	868	714	654	606	374	346
Newman	103	85	77	71	44	41
Oakdale	127	105	96	89	55	51
Patterson	304	250	229	212	131	121
Riverbank	121	100	91	84	52	48
Turlock	273	225	206	191	118	109
Waterford	103	85	77	71	44	41
Unincorp.	<u>3,806</u>	<u>3,127</u>	<u>2,866</u>	<u>2,654</u>	<u>1,638</u>	<u>1,517</u>
TOTAL	6,075	4,996	4,573	4,235	2,614	2,421

Source:

(1) Census 1975, Employment Development Department Annual Survey, 1979, and Association of Bay Area Governments Estimates, approximate annual rate of 98.1 percent.

As is the case for most low-income households, the housing needs of farm workers far exceed government's ability to provide assistance. The Farmers Home Administration (FmHA) is the most important provider of permanent housing for farm workers, but FmHA assistance suffers from its own income qualifying standards and a shortage of staff and funds. The State HCD and Office of Migrant Services, also supply forms of housing assistance for the farm workers. Because farm workers are of low income and their employment status is often tenuous, they are often unable to compete for housing on the open market. The housing that is available is often of a substandard condition and located in areas of the community lacking adequate services. In relation to their low incomes, farm workers often overpay for substandard housing and live in crowded conditions. In Stanislaus County, farm workers who mainly fall into the low- and moderate-income range, are found to be housed predominantly in farm labor camps owned and operated by the Stanislaus County Housing Authority and camps privately owned in the unincorporated areas. The tables below indicate where the SCHAs are located and how many units each provides. Housing shortages exist during peak seasonal labor periods, the months of July-September, when a large

influx of migrant workers enter the work force. The number of these seasonal workers though is expected to decline in the next few years which will in turn alleviate part of the existing housing shortage.

TABLE 8

Stanislaus County Housing Authority
Farm Labor Housing (year-round)

Location	Housing Units
Modesto	91
Patterson	76
Ceres	104
Westley	85

Source: Stanislaus County Housing Authority 1984

TABLE 9

Stanislaus County Housing Authority
Migrant Farm Worker Housing (Seasonal)

Location	Housing Units
Patterson	45
Westley	94
Empire	77

Source: Stanislaus County Housing Authority 1984

Farm labor housing can accommodate approximately a total of 1,691 workers or 336 families. The number of workers residing in the migrant farm worker housing fluctuates according to the harvest season demands, but at capacity can house 1,345 people or 266 families. Although these housing units meet the standard building code requirements, living space is small in size and the migrant housing, open from May-October, contains no heat.

Private farm labor camps are also an important source of housing for farm workers. According to the Stanislaus County Department of Environmental Health, there are approximately 18 year-round camps which house a capacity of 309 workers and an additional five seasonal camps housing 134 workers in Stanislaus County.

Provisions have also been in effect which provide for the housing of farm workers in mobile homes. Permits are issued on the stipulation that the occupant be employed on a full-time basis in conjunction with the farming operation. Dairyemen use this type of housing effectively since the nature

of the farm workers jobs call for early and split working hours. Both the mobile home and farm labor camps provide important housing for seasonal or year-round workers who may otherwise have a difficult time obtaining housing at an affordable price and within close proximity to their jobs.

F. EMERGENCY HOUSING/HOMELESS

Some of the main causes of homelessness are the breakdown of traditional social relationships, unemployment, shortage of low-income housing and the deinstitutionalization of the mentally ill. Although no firm figures are available from local officials regarding the number of homeless, most agree the problem is small for Stanislaus County. This is in contrast to the situation in adjoining counties and cities.

Discussions with social service agencies, Sheriff's Department, Salvation Army, the Health Department and others dealing with emergency housing and the homeless on a daily basis views the problem for the unincorporated area of the County as a minor one. In Stanislaus County, the location and resources to accommodate the needy and the homeless are primarily located in urban cities. For example, in Modesto, the following programs and functions are performed.

1. Salvation Army

This facility provides lunches on a daily basis to needy citizens. In addition, information is distributed to those inquiring about local assistance programs. For families in need of emergency housing, the Salvation Army will place such family in a local motel until further assistance can be secured.

2. Gospel Mission

This facility provides lodging and meals to men only. Usually dinners are served at night and breakfast is provided to those who spent the night. Duration of stay cannot exceed fourteen consecutive nights. Accommodations are available for up to 45 patrons.

3. Women's Refuge Center

Agencies assisting women who are homeless, battered or in need of emergency housing are referred to the Women's Refuge Center in San Joaquin Center in San Joaquin County. Stanislaus County does not have such a facility because the incidents for emergency female lodging is limited and infrequent.

4. Adult Protective Services

This is a function of the County's Welfare Department and they provide information and act as a referral agency for those in need of help for emergency housing, money, food, mental problems, and alcoholism. Their primary function is to access a persons immediate problems, and link that person with the appropriate agency for further help.

5. County's General Hospital

This County facility provides, as mandated by law, the delivery of medical attention to indigents and those unable to pay for such services.

6. General Assistance/Aid to Families With Dependent Children

These two functions of the County's Welfare Department provide cash assistance to single individuals and families based on qualifying criteria. For those in need of emergency housing, they are placed either in motels or board and care homes until additional assistance can be obtained.

The above mentioned agencies are only some of the more recognized agencies dealing with the emergency housing/homeless issue. This is not an exhaustive list since many churches and other agencies deal with this overlapping matter. The problems of emergency housing and the homeless are more acute in the winter than in the summer months. A number of people being assisted in this County are the pass through individuals with destinations in other counties or states. They may stop for food or shelter, then move on as evidenced by agency experience in the County. Many of the able bodied people never seek help and consequently are not reflected in reports on the homeless.

In summary, the matter of homeless and emergency housing are not major issues or problems in the unincorporated areas of the County. In the rural areas, those who are considered strangers and anyone without shelter are usually reported to the Sheriff's Department. Those in need of help or anyone considered a nonresident, are referred to an appropriate agency for assistance. The rural area of the County does not provide amenities or have the resources to accommodate emergency housing and the homeless. All of those agencies are located in urban areas, and, henceforth, referred there. Personnel in each of the above mentioned agencies concur that the problems are more urban than rural in nature; resources are available in urban settings; and for Stanislaus County, the problems are relatively minor in scope.

HOUSING SUPPLY CHARACTERISTICS

A. EXISTING HOUSING STOCK

The Stanislaus Area Association of Governments determined in the Housing Needs Report, Volume II, that the total housing units in the unincorporated portion of Stanislaus County numbered 34,147 in 1980. This figure represents approximately 33 percent of the total countywide housing stock. Since a majority of the countywide population resides in the cities of Modesto, Turlock, and Ceres, most of the housing units are located in those incorporated cities. During a ten-year period, between 1970 and 1980, the City of Modesto grew rapidly and almost doubled its housing stock. The following table indicates the population, households, and total housing stock for each of the nine incorporated cities and unincorporated areas of Stanislaus County.

TABLE 1
1980 POPULATION AND HOUSING
STANISLAUS COUNTY

<u>City</u>	<u>Population in Households</u>	<u>Households</u>	<u>Total Housing Units</u>
Ceres	13,188	4,672	5,241
Hughson	2,943	949	990
Modesto	104,539	39,127	42,390
Newman	2,719	1,007	1,049
Oakdale	8,355	3,237	3,466
Patterson	3,863	1,270	1,351
Riverbank	5,575	1,773	1,922
Turlock	25,766	9,932	10,918
Waterford	2,672	935	998
Unincorp.	<u>93,109</u>	<u>31,773</u>	<u>34,147</u>
TOTAL	262,729	94,675	102,472

Source: SAAG, Housing Needs Report, Volume II

A more in depth analysis of the census data in Table 2 reveals an insight into the changing demand for different types of dwelling units. The three basic categories indicated in this table are: the single-family dwelling unit defined as owner and renter occupied single, detached and attached units; multiple-family units which range in size from duplexes to large apartment developments containing many units, and mobile homes which may be located in mobile home parks as well as on individual lots.

Although the predominant type of dwelling unit continues to be the conventional, single-family residence, its predominance has been steadily declining. As indicated by Table 2, the single-family dwellings fell from 84.8 percent of the total housing stock in 1970 to 76.7 percent in 1980.

This decrease is due in part to the fact that average family size has decreased, resulting in more households per given quantity of population. Smaller family size, coupled with the increased costs of buying a home, has fostered a demand for apartments and other multiple units. The number of multiple units built between 1979 and 1980 has not only increased over 140 percent, but has comprised a larger percentage of the housing stock, an increase of 6.7 percentage points during the ten-year period. Mobile homes also represent a larger percentage of the housing stock than they did ten years previous. This increase in mobile home living is due partly to a local ordinance change that became effective in June, 1981, stipulating that mobile homes may be placed wherever single-family dwellings are permitted. The ordinance change can be seen as a major step in assisting low- and moderate-income families to locate in various areas of the County previously unavailable. In January of 1984, the Stanislaus County Planning Department conducted a mobile home survey which determined that there are 77 mobile home parks in the unincorporated area of Stanislaus County accommodating a total of approximately 5,000 residents.

TABLE 2
YEAR ROUND HOUSING UNITS BY DWELLING TYPE
IN STANISLAUS COUNTY UNINCORPORATED AREA

Dwelling Type	Total Units	Total Occupied Units	Renter Occupied Units	Owner Occupied Units
Single Family	26,863	25,232	7,525	17,707
Multiple Family	3,640	3,157	2,281	876
Mobile Home	<u>3,504</u>	<u>3,242</u>	<u>827</u>	<u>2,415</u>
Total	34,007	31,631	10,633	20,998
Source: 1980 U.S. Census of population and housing.				

As Table 2 indicates, approximately 79% of the year round housing units in Stanislaus County are single family dwelling units. The remaining 21% is fairly evenly split between multiple dwelling units and mobile homes. Of the occupied single family dwellings, more than 70% are owner occupied. A similar percentage of mobile homes are owner occupied and approximately the same percentage of multiple dwelling units are renter occupied. The majority of housing units in the county (approximately 66%) are owner occupied.

B. VACANCY RATES

An important measure of the strength of the local housing market is the extent to which the existing housing inventory is being utilized. In

general, there must be a reservoir of housing types to enable households to choose housing most suited to their needs. A low vacancy rate may suggest that families are facing difficulty finding housing within their price range and in a desirable location. An extremely high vacancy rate may indicate the overabundance of deficient units undesirable for occupancy or an oversupply in the housing stock.

The Federal and State Housing and Community Development Departments have formulated standards by which the impact of a locality's vacancy rate can be measured. A vacancy rate implying ease of mobility, reduced overcrowding, lower housing costs, and reduced utilization of substandard housing can be met by a 5-6 percent vacancy for rentals and a 2-3 percent vacancy rate for owner dwellings. The tables following indicate how Stanislaus County compares with the state vacancy rate averages and what the recent trends have shown during the years 1979-1983.

TABLE 3
VACANCY RATES FOR RENTAL, SALE, AND OTHER UNITS,
STANISLAUS COUNTY AND CALIFORNIA

	1970		1980	
	#	%	#	%
Sale Vacancies				
Stanislaus County	453	1.1	1,725	2.8
State		1.3		2.3
Rental Vacancies				
Stanislaus County	1,415	5.9	3,506	9.0
State		5.7		5.1
Other Vacancies*				
Stanislaus County	1,144	1.7	2,294	2.2

Source: 1970, 1980 Census

* Other Vacancies refers to rental or sold units awaiting occupancy, units held for occasional use and other vacant units include those boarded up.

TABLE 4
TREND IN VACANCY RATES
STANISLAUS COUNTY 1979-1983

Stanislaus County	YEAR				
	1979	1980	1981	1982	1983
Incorporated	6.52	6.20	8.39	7.60	7.57
Unincorporated	6.35	5.67	7.30	7.25	7.20
County Total	6.45	6.02	8.04	7.49	7.45

Source: Annual State Housing Reports 1979-1983

A comparison between 1970 and 1980 vacancy rates indicates a marked increase for both rental and sale housing units. At the time of the 1970 Census, 1.1 percent of the owner-type housing was vacant while 5.9 percent of rental housing was unoccupied. By 1980, owner and rental housing units had increased to 2.8 percent and 9.0 percent respectively. These vacancy rates are comparable to the statewide averages with the exception of the 9.0 percent rental vacancy in 1980 which was found to be 3.9 percentage points above the state average. During the past five years, trends indicate a slight increase in housing vacancy rates, 6.46 percent in 1979 to 7.45 percent in 1983, peaking at 8.04 percent in 1981. The tables, overall, relate that Stanislaus County has maintained an adequate supply of housing units to own and rent by meeting or exceeding the standard vacancy rates established by HCD.

C. HOUSING CONDITION

1. Tenure and Physical Condition of Housing Stock

The condition of the County's housing stock can be characterized by the unit's age, physical condition in relation to health and safety standards, and its market value. Dwelling units whose market value fail to keep pace with other units comparable in age, may be in a state of deteriorating or substandard condition. Identification of marginal neighborhoods where the state of deterioration is growing may indicate a need for preventive measures to halt the neighborhood's decline. One of the functions of the Stanislaus County Environmental Resources Department is to conduct inspections of dwellings which have been reported to be in substandard condition. In 1983, the department received approximately 1,000 complaints from mainly renters concerning roof leakage, inadequate plumbing, damaged walls and floors and other such problems. Over 3,500 follow-up routine inspections were conducted.

Tables 5 and 6 depict the County's housing stock in the incorporated and unincorporated areas by age category. The numbers and percentages indicate that the housing stock is relatively new in the incorporated areas. The City of Modesto has determined that 55 percent of the 47,743-unit housing stock was built in the 1970s and early 1980s. On the other hand, the unincorporated housing stock can be characterized as "aging" since 20 percent is over 40 years old and 57 percent lie in the 1940-1969 age category. Only 23 percent can be characterized as relatively new compared to 44 percent for the incorporated area of the County.

The physical condition of housing in Stanislaus County was visually surveyed as part of the 1975 Special Census. Table 7 indicates that within the unincorporated area of the County, almost 3,000 housing units are in deteriorating or dilapidated condition. Housing units numbering 1,701 or representing over 18 percent of the total rentals in the unincorporated area, have been determined to be in a state of deterioration. A number of these units are located in urban fringe areas where the need for rehabilitation is widespread. Several of these areas were developed prior to the adoption of modern subdivision and development standards. Thus, they lack sanitary sewer service, curbs, gutters, sidewalks, street lights and storm drainage facilities. In many cases, the provision of these improvements may dramatically upgrade the visual attractiveness of the neighborhood.

TABLE 5
STANISLAUS COUNTY HOUSING SUPPLY
BY AGE CATEGORY

Age Categories	Unincorporated			Incorporated		
	Owner	Renter	Vacant	Owner	Renter	Vacant
1970 to 3/80	5,769	1,499	578	15,526	11,211	3,209
1960 to 1969	3,959	1,744	390	7,885	5,323	720
1950 to 1959	3,760	2,250	386	6,799	3,301	463
1940 to 1949	3,844	2,553	420	4,213	2,583	389
1939 to prior	3,666	2,583	602	3,684	2,516	455
Unit Total:	20,998	10,629	2,376	38,107	24,934	5,236

Source: 1980 Census

TABLE 6
PERCENTAGE OF HOUSING UNITS
BY AGE CATEGORY

Age Categories	Unincorporated	Incorporated
	% of Total Housing Units	% of Total Housing Units
1970 to 3/80	23%	44%
1940 to 1969	57%	46%
1939 to prior	20%	10%

Source: 1980 Census

TABLE 7
CONDITION OF HOUSING UNITS IN STANISLAUS COUNTY
IN NEED OF REHABILITATION

Condition of Housing Units	Unincorporated				Incorporated			
	Owner	% of Total Housing Units	Renter	% of Total Housing Units	Owner	% of Total Housing Units	Renter	% of Total Housing Units
Deteriorating	766	4.1%	1,701	18.6%	569	5.4%	1,506	8.4%
Dilapidated	93	.5%	233	2.6%	43	.4%	221	1.2%

Source: 1975 Special Census

2. Replacement of Existing Housing

Projecting the need for housing unit construction to accommodate the growth in households expected is only one factor in determining the projected need for housing. The other major component of housing need is for replacement of units estimated to be lost in the stock for the forecast period, through 1989. Losses in the housing stock occur through planned demolition,

conversions to nonresidential uses, and unplanned losses from fires, floods, earthquakes and other natural phenomena. Table 8 estimates an assumed housing replacement need for Stanislaus County and incorporated cities. The unincorporated area of the County approximates a need for 192 units for the forecasted five-year period between 1983-1989. This represents 29 percent of the total County replacement need.

TABLE 8

Assumed 1983-1989 Housing Replacement Need,
Stanislaus County and Cities

<u>City</u>	<u>1983-89 Housing Replacement Need</u>
Ceres	35
Hughson	6
Modesto	294
Newman	6
Oakdale	23
Patterson	9
Riverbank	12
Turlock	69
Waterford	6
Unincorp.	<u>192</u>
TOTAL	652

Source: SAAG Housing Needs Report, Volume II revised edition

*Note: Assumes removals will occur at countywide annual rate of 0.09 percent per SAAG Survey conducted June, 1983. Table II-3.

3. Overcrowding

Overcrowded households are defined as those having more than 1.01 persons per room. This condition is reflective of one of three conditions: (1) a family or household inhabiting too small a dwelling; (2) a family living with extended family members; or (3) a family renting inadequate living space to nonfamily members. County-wide, a larger proportion of the population lives in overcrowded conditions than indicated by the percentage of units which are overcrowded.

TABLE 9

TENURE OF OCCUPIED HOUSING UNITS BY PERSONS PER ROOM
IN STANISLAUS COUNTY UNINCORPORATED AREA

Persons Per Room	Owner Occupied Units	Renter Occupied Units
1.00 Persons Per Room Or Less	19,898	9,174
1.01 Or More Persons Per Room	1,135	1,429
Source: 1980 U. S. Census Of Population And Housing		

Table 9 above presents information on the amount of overcrowded households for the unincorporated portions of the county based on the 1980 census. For the unincorporated portion of the county, 1,135 (5%) households in owner occupied units and 1,429 (13%) households in renter occupied units are classified as overcrowded. Many of these renter households are exceptionally large families and the overcrowding in the rental units is worse than in the owner occupied units. Overall, 2,564 (8%) of all the occupied housing units are overcrowded.

There also seems to be a direct link between overcrowding and housing affordability. Homeowners or renters with large families are unable to afford larger dwellings, the aged on fixed incomes are left no alternative but inadequate housing, and the young unable to make rental payments or secure home loans reside longer with their parents. In addition, families with large numbers of children are most likely to live in overcrowded conditions. Therefore, children are usually the largest percentage of persons living in substandard conditions.

D. HOUSEHOLD INCOME AND HOUSING COSTS

Whether a household can afford to purchase a house depends on many factors (capital gains, inflation, mortgage sales, operating costs, property tax rates, tax benefits). Housing affordability is a measure of the percentages of families with incomes high enough to afford the above cost factors required for a median priced house. About 67% of the unincorporated area's households are already homeowners and equity in an existing home increases their ability to afford one. Therefore, housing affordability remains a major issue for renters intending to purchase a house for the first time.

1. Household Income

Income is the yardstick of a household's ability to afford housing. Table 10 shows the number of households within the county area by income categories.

TABLE 10

NUMBER OF HOUSEHOLDS BY INCOME
CATEGORY IN STANISLAUS COUNTY

UNINCORPORATED AREA

HOUSEHOLD INCOME							
Under \$5,000	\$5,000- 9,999	\$10,000- 14,999	\$15,000- 19,999	\$20,000- 22,499	\$22,500- 24,999	\$25,000+	Total
4,507	6,024	5,338	4,309	1,803	1,561	8,171	31,740
Source: 1980 U. S. Census Of Population And Housing							

The county's median household income level was \$16,078; well below the state's median income level of \$18,248. Compared to the state, the county had a higher percentage of its households, 25.7% for the unincorporated portion of the county as compared to 18.7% for the state, in the very low income category. Approximately 17.1% of the unincorporated county's households were in the low income category (50-80% of the median income) and another 18.8% were considered moderate income households (80-120% of the median income). The remaining 38.8% of households in the unincorporated portion of the county are above the moderate income level. A larger percentage of households in the unincorporated portion of the County (42.8% compared to 40.33% in the County as a whole) are considered low and very low income households.

2. Very Low, Low, And Moderate Income Households

Local, state, and federal housing programs are directed at specific targeted income groups. These groups are identified in reference to the regional household income level. The 1980 median household income was \$16,078. Those households who are in the "very low" income category earn 0% to 50% of the median income or \$0 to \$8,039; households considered "low" income earn 51% - 80% of the median or \$8,040 to \$12,862; households considered "moderate" income earn 81% to 120% of the median or \$12,863 to \$19,294 annually. According to 1980 census data, Stanislaus County had 8,168 very low income households or 25.7% of all County households, 5,418 low income households or 17.1% of all County households, and 5,984 moderate income households or 18.8% of all County households.

3. Home Cost Trends and Income Trends

Between 1968 and 1972, the cost of a median-priced new home increased from \$21,400 to \$29,260, a 37 percent increase. The corresponding rise in annual median household income in the County was from \$8,300 to \$10,100, a 22 percent increase. During this period a majority of

households could afford to buy and maintain a median-priced new home. In 1972, this trend was dramatically reversed as new home prices began to increase at a faster rate than income. From 1972 to 1980, however, housing prices rose from \$29,260 to \$65,951 a 125 percent increase, while median income rose only 49 percent from \$10,100 to \$15,001. This clearly indicates that incomes have not kept pace with the rise in housing costs.

The cost of owning and maintaining a home in the County has increased significantly over the years. Table 11 shows the monthly cost of shelter for a median-priced new and existing home sold in Stanislaus County from 1976-1984.

TABLE 11

Approximation of Monthly Home Ownership Costs
Single-Family Homes (New and Existing)

	76	77	78	79	80	81	82	83	84
Ave. Home Price	34,600	42,800	53,500	61,900	65,951	73,779	76,347	77,853	74,607
Amount of Loan (80%)	27,680	34,200	42,800	49,500	52,760	59,023	61,118	62,283	59,685
Interest rate	9.5%	9.0%	9.5%	11.75%	12.75%	14.75%	16.50%	12.00%	13.00%
Monthly Payment	<u>233</u>	<u>275</u>	<u>460</u>	<u>498</u>	<u>573.50</u>	<u>734.25</u>	<u>846.48</u>	<u>640.89</u>	<u>660.12</u>
Tax Rate (2-01)	10.64	10.29	4.34	4.34	N/A	N/A	N/A	N/A	N/A
Yearly Tax Payment	784	920	504	594	660	740	765	780	N/A
Monthly Tax Payment	<u>61</u>	<u>77</u>	<u>42</u>	<u>50</u>	<u>55</u>	<u>62</u>	<u>64</u>	<u>65</u>	<u>63</u>
Insurance - Mthly Pymt	<u>9</u>	<u>13</u>	<u>15</u>	<u>17</u>	<u>15</u>	<u>18</u>	<u>20</u>	<u>20</u>	<u>20</u>
Maintenance - Mthly Pymt ¹	<u>35</u>	<u>43</u>	<u>53</u>	<u>62</u>	N/A	N/A	N/A	N/A	N/A
Utilities - Mthly Pymt ²	<u>17</u>	<u>22</u>	<u>26</u>	<u>31</u>	<u>45</u>	<u>45</u>	<u>50</u>	<u>55</u>	<u>60</u>

Years 80'-83' represent yearly averages.
1984 figures are first quarter averages.

Source: Modesto Board of Realtors

As Table 11 indicates, the average price of a home in Stanislaus County has increased from \$34,600 in 1976 to \$77,853 in 1983. The first quarter of 1984 shows a large reduction in price to \$74,607. Although this appears, at first glance to offer a great relief for the prospective homeowner, these are only first quarter averages. The average home price has once again risen during the last few months and is not expected to decline throughout the year according to economists. The other indicators of shelter cost including interest and loan rates, monthly payments, tax rates, insurance and utility costs, show a steady increase through 1983. Such are the facts that increasingly limit the proportion of households able to afford new and existing single-family dwellings.

In past years, it has been considered affordable for a household to spend up to 25 percent of its gross monthly income for shelter. Expenditures of more than 25 percent were considered overpaying. In considering a household's ability to afford housing, lending institutions and landlords used this proportion as a guideline. As the cost of housing in the County has spiraled, it has become necessary for households to spend as much as 30 or even 33 percent of their gross monthly income to pay for shelter. Most lending institutions now appear to be using the 30 to 33 percent figure in determining whether households can qualify for a mortgage loan. Inevitably, as the proportion of income required to meet monthly shelter costs increase, more and more households are priced out of the housing market. Middle and upper income households who exceed the 33 percent limit may do so as a matter of choice. For these households, overpaying is not an acute problem.

However, lower income households spending 33 percent of gross income for shelter costs are straining their ability to pay for other essentials. It should be remembered that the 33 percent figure for housing is based on gross earnings. After deducting at least an additional 10 to 25 percent for withholding of mandatory pay deductions, a worker has little left for food, clothing, transportation and medical care.

4. Lower Income Households and Housing Costs

Housing affordability most critically affects the County's lower income households (households earning below 80% of the County median income). Since, for these households, housing costs have demanded an increasingly larger portion of their income, they will move toward those areas where low cost housing is assessable. Table 12 shows that 53% of the households earning under \$15,000 a year are overpaying, that is paying more than 25% of their gross income for housing. Overpayment is experienced by a certain percentage of households in all income groups, and overpaying has the most detrimental effect on lower income households, particularly renter households. It is likely that lower income households overpaying for rent will need financial assistance.

1980 Census figures show that there were 13,568 lower income households (those households earning less than \$12,862 a year) which comprised about 42.8% of all County households. Approximately 53% of all lower income households are overpaying for housing cost.

TABLE 12

HOUSEHOLD INCOME BY SELECTED MONTHLY COSTS
(GROSS RENT/MORTGAGE COSTS)
AS PERCENT OF INCOME

HOUSEHOLD INCOME										
	\$0-\$4,999		\$5,000-\$9,999		\$10,000-\$14,999		\$15,000-\$19,999		\$20,000 and over	
% of Income	Owner	Renter	Owner	Renter	Owner	Renter	Owner	Renter	Owner	Renter
0-24%	555	63	1,357	489	1,539	1,033	1,441	951	5,340	976
25-34%	174	185	286	626	283	443	295	113	541	25
35%+	584	1,464	512	788	211	141	146	5	159	0
Not Computed	146	202	0	232	0	141	0	91	0	152
Source: 1980 U. S. Census of Population and Housing										

5. Overpaying

The highest incident of overpaying occurs among those who cannot afford housing. Overpaying households are those households which spend more than 25% of their gross income for housing. Lower income renter households were most affected by increased housing costs because they, more than any other group, devoted over 25% of their income toward housing costs. Approximately 78% of the County's very low income renter households overpaid for housing while 45% of owner households in the same income group overpaid. About 48% of all low income renter households (50-80% of the median income) overpaid and 30% of all low income owner households overpaid. The situation is particularly acute for renter households as 65% of all low income households that overpaid are low income renters. Forty-seven percent of all renter households in all income levels overpay for housing while only 24% of all owner households at all income levels overpay.

As income rises fewer households overpay for housing. In the \$10,000 to \$20,000 income range about 26% of the renter households overpaid for housing and 24% of the owner households overpaid. Only about 2.5% of all renter households who earned \$20,000 or more overpaid while 12% of all owner households in the same income bracket overpaid. In the higher income brackets, the trend towards overpaying reverses with more owner households overpaying than renter households.

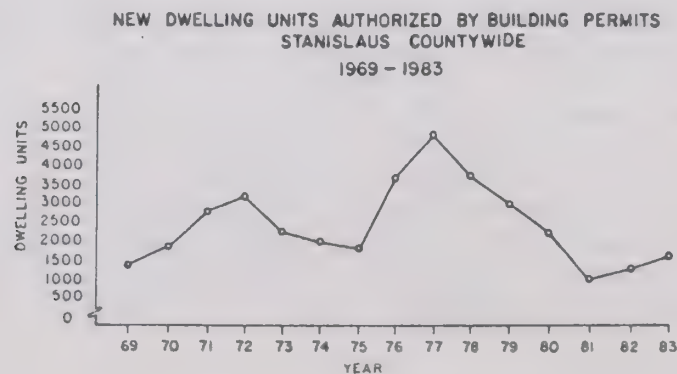
E. TRENDS IN HOUSING PRODUCTION

Another important indicator of housing availability in the future can be the new housing production trends over the past few years. Graph 1 reveals housing starts reaching an all-time County high in 1977, but showing a steady decline through 1981, to a low of 1,101 housing units. Over this four-year decline, the sluggishness in housing production can be attributed to the federal government's monetary policy of keeping a tight rein on the money supply to dampen the effects of inflation. This policy, in turn, forces the interest rates up and limits the amount of money available for construction loans. In addition to combating inflation, inadequate infrastructure has constrained the amounts of residential land suitable for development.

Although the housing production trend has shown a steady decline through 1981, the years 1982-1983 indicate a slight recovery which has been projected to continue for at least the next few years. In 1982, the total number of housing units constructed in that year rose to 1,440 followed by an estimated 1,772 total for 1983. In the City of Modesto, housing permits issued during April, 1984, were up 16.2 percent over last year. The City issued 208 permits in April, 1984, compared to 179 in April, 1982. The increase in production can be attributed largely to the drop in interest rates and the pent-up demand for new housing.

Graph 2 depicts in greater detail the current housing construction trend by indicating the number of building permits issued for single-family vs. multifamily dwellings. Between the years 1969-1972, multiple family units increased substantially as a percentage of the total housing stock, followed by a declining trend through 1975. The years 1975-1978 showed a dramatic surge in multifamily unit construction while the numbers of single-family residences declined. This trend can be attributed to the rising cost of conventional homes and the large number of duplexes constructed in the County during this time frame. With the decline of interest rates, the last two years have marked a new growth in housing construction for both multifamily and single-family units.

GRAPH 1

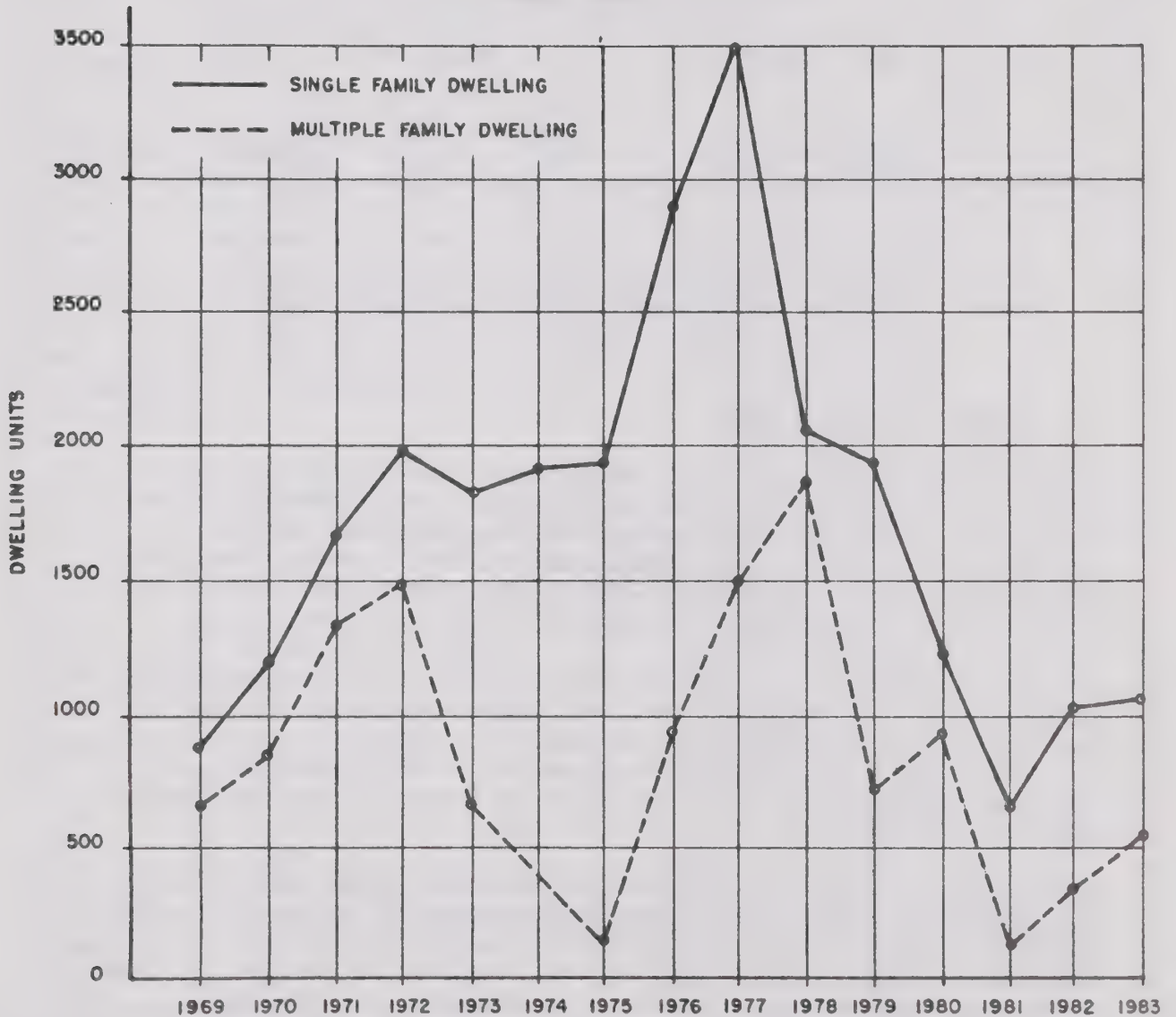


Source: Compiled data from incorporated cities and Stanislaus County Planning Department.

*Information was not available for the City of Waterford, City of Patterson, 1979, 1980, and City of Newman, 1981.

GRAPH 2

**SINGLE FAMILY/MULTIPLE FAMILY BY BUILDING PERMIT
STANISLAUS COUNTYWIDE
1969 - 1983**



Source: Compiled data from incorporated cities and Stanislaus County Planning Department.

* Information was not available for the City of Waterford, City of Patterson, 1979, 1980 and City of Ceres.

** City of Ceres did incur substantial growth especially during years 1979, 1981, but no differentiation can be made between single-family/multiple-family units.

Table 13, however, projects a slowing in the construction activity for multiple units and an increased construction rate for single units in the County's rural areas.

TABLE 13

PROJECTIONS OF POPULATION AND OCCUPIED HOUSING UNITS IN RURAL AREAS				
<u>Year</u>	<u>Population</u>	<u>Housing Units</u>		
		<u>single</u>	<u>multiple</u>	<u>total</u>
1980(1)	44,671	11,770	2,485	14,255
1983(2)	45,518	12,021	2,521	14,542
1985(1)	46,083	12,189	2,545	14,734

Sources: 1. Projections for Stanislaus County, Update 1976
2. Interpolation

F. REGIONAL HOUSING NEEDS

Stanislaus County's housing policies, like those of all localities, have regional as well as local implications. One provision of the Housing and Community Development Guidelines assigned regional councils of governments the responsibility for preparing "fair share" housing plans which allocate to each local jurisdiction within the defined region, their responsibility for meeting housing needs.

The State indicated that the distribution of the regional housing need shall be based on available data, and shall consider the following factors: (1) market demand for housing, (2) employment opportunities, (3) the availability of suitable sites and public facilities, (4) community patterns, (5) type and tenure of housing, and (6) housing needs of farm workers.

The Stanislaus Area Association of Governments (SAAG), provides this requested information in the Housing Needs Report, Volume II, which was completed through a contract by the Association of Bay Area Governments (ABAG). SAAG, in preparing the updated version, applied the methodology designed by ABAG to estimate the existing and projected housing needs described in the Appendix of the report. Volume II of the Housing Needs Report addresses the region of Stanislaus County by assessing the housing needs for the following communities; Ceres, Hughson, Modesto, Newman, Oakdale, Patterson, Riverbank, Turlock and Waterford. The particular housing needs of the unincorporated area, under Stanislaus County jurisdiction, are also quantified.

Projected for the years 1983-1989, the Housing Needs Report indicates an assumed increase in housing needs to be an estimated 317 units for the unincorporated area of Stanislaus County. This number represents 1.5 percent of the countywide need (20,607 housing units). The City

of Modesto, comprising an estimated need of 13,621 units, will be the largest future growth area of the county. Turlock, 2,472 units; Oakdale, 1,172 units; and Ceres, 1,202 units, follow Modesto as being the next largest forecasted growth areas in the Stanislaus County region. The assumed need for the unincorporated area is based upon an average 0.15 percent yearly growth rate through the year 1989, or approximately 53 units per year. Of the assumed housing need of 317 units, 99 units have been designated as rental units in order to maintain the 1980 rental percentage for the unincorporated area's housing stock.

SAAG, in making its determinations of regional housing needs, is required to consider the housing needs of all income levels. The following Table 14 shows how the increase in available housing in 1989 could be distributed by income levels. These figures are not relating that each community must construct units for each of the identified income categories. Instead, they are provided to indicate that, as available housing in the region increases, new households at various income levels will be in need of housing. Occupancy should be available for households at these income levels, but can be accommodated by existing housing stock or by new units to be constructed.

TABLE 14

ASSUMED HOUSING NEED 1985-1992
BY INCOME CATEGORY
STANISLAUS COUNTY AND CITIES

Income	1985-1992 Assumed Increase	Above Moderate Income	Moderate Income	Low Income	Very Low
<u>City</u>	<u>In Housing Needed</u>	<u>40.66%</u>	<u>19.01%</u>	<u>16.78%</u>	<u>23.55%(1)</u>
Ceres	1,202	489	228	202	283
Hughson	403	164	77	68	95
Modesto	13,621	5,538	2,589	2,286	3,208
Newman	173	70	33	29	41
Oakdale	1,172	477	223	197	276
Patterson	397	161	75	67	93
Riverbank	587	239	112	98	138
Turlock	2,472	1,005	470	415	582
Waterford	263	107	50	44	62
Unincorp.	<u>317</u>	<u>129</u>	<u>60</u>	<u>53</u>	<u>75</u>
Total(2)	20,607	8,379	3,917	3,458	4,853

Note: Tables may not add up due to rounding.

Source: 1. SAAG Housing Needs Report, Volume II
2. Based on 1980 U.S. Census for Stanislaus County
Household Income Unadjusted by Household Size

The Housing Needs Report further identifies the type of housing that will be needed in each city as well as the unincorporated county in order that citizen choice in housing type can be met. Of the 317 housing units, 101 have been identified as single-family detached, and 216 as multifamily attached. The multifamily units include condominiums and mobile home units.

The final addition to the assumed housing need through 1989 is the farm worker housing and replacement needs. SAAG approximates a need of 1,517 units for farm workers in the unincorporated areas. The number of units to be replaced due to demolitions, conversions of nonresidential uses, fires, and other natural occurrences, is approximated to be 192 dwellings. Farm worker housing and replacement of existing stock is discussed and quantified in further detail in Section E of Special Needs, and Section C.1, of Housing Supply Characteristics.

G. ADEQUATE SITES AND LAND INVENTORY

The Stanislaus County Land Use Plan identifies areas that are suited to a spectrum of residential densities from very low density rural designations to urban densities appropriate for single-family, multifamily and mobile home development. The County's land use plan designates sufficient land to accommodate a population in the county of 364,000, an increase of over 139,000 from the 1975 population. This level of population is consistent with both SAAG and the State Department of Finance projections for the year 2000 and with the County's intention to provide for its fair share of growth.

The County's land use plan emphasizes concentrating growth in urban areas. This facilitates meeting housing goals because low- and moderate-income housing can most easily be provided in urban communities. The land use plan projections of population growth and land designated to accommodate growth, indicates that a small percentage of the population growth between 1975 and 2000 will occur in rural areas and unincorporated communities, and the largest percentage will occur in the County's nine cities. The principal centers are projected to be Modesto, Turlock and Ceres. A population of less than 10,000 is expected for the unincorporated area during this time period.

Land use policies impact other public actions including annexation policies, specific plans, and the rate of extension of sewer and water systems will affect the rate at which development will take place. A major portion of the new urban dwelling units will be constructed in the County's nine existing incorporated cities. There is virtually no land zoned for nonresidential uses which should be zoned for this purpose.

The mere classification of land by the General Plan as appropriate for residential development is not sufficient to permit development. One

additional requirement, particularly for the development at urban densities, is the availability of adequate infrastructure such as sewer and water services. The unincorporated communities of Grayson, Westley, Crows Landing, Hickman, Valley Home, Knights Ferry, and La Grange are classified as urban by the General Plan but do not have, nor are projected to have in the near future, infrastructure adequate to support significant residential development. Although Denair has an estimated 60.8 acres of undeveloped residential land, the community cannot accommodate any increase in population growth until the sewer capacity is expanded or upon annexation into the local district which provides the services. The lack of sewer and water facilities will impact market and nonmarket housing for at least the next five years.

The County discourages substantial new growth in communities without adequate infrastructure because of public health considerations, agricultural land preservation issues, environmental impacts, and inefficient utilization of land due to the mandatory minimum lot size of 20,000 square feet. The County also discourages substantial growth in historic preservation areas of La Grange and Knights Ferry to protect their historical significance.

In addition to inadequate infrastructure, a high proportion of land on the fringe area of communities is under Williamson Act Contracts, severely limiting possible growth increases. The Williamson Act stipulates that land shall be used strictly for agricultural purposes for a minimum of ten years.

During the preparation and adoption of the County's overall General Plan, efforts were made to recognize the importance of unincorporated towns as desirable areas to live and work in. Comprehensive studies were undertaken to determine the town's ability to accommodate now and in the future. Of the eleven unincorporated towns, seven community studies have been completed to this date, including Salida, Denair, Crows Landing, La Grange, Knights Ferry, Hickman, and Westley. (Refer to 1982 Housing Element for evaluation of the seven communities.)

Important factors considered in each study consisted primarily of an evaluation of sewer and water disposal capabilities as well as adequate roads, fire protection, and schools. The responsibility for seeking improvements to water and sewer facilities is under the discretion of the local districts.

The County's role is to assist these districts with information and support of the unincorporated communities so they may determine if expansion of sewer and water services is necessary and feasible. At this time, most sewer districts in the County are operating at capacity, and expansion of collection and treatment facilities depends greatly upon the local districts obtaining state and federal grants. Community development block grant funds have been granted to replace an existing sewer line posing a health and safety hazard in Keyes. The replacement of this line has been approximated to allow 88 additional residential units and 266 mobile homes to be developed. In

general, funding agents have indicated that unless there is a health and safety problem, the chances of obtaining a grant is remote. Expanding to accommodate a greater population is not within specification criteria at this time.

The tables following indicate for each major growth area in the County the acreage of undeveloped residential land available, the possible number of housing units each zoned area could accommodate and the constraints hindering their development. For the incorporated cities listed, such as Waterford, Hughson, Riverbank, Turlock, Modesto, Ceres, Oakdale, and Patterson, the acreage identified accounts only for currently designated residential undeveloped land located in the unincorporated city fringe areas.

The residential land survey indicates that at this time, there is sufficient undeveloped residential land to accommodate the 1983-1989 assumed need of 317 housing units.

In view of the estimations of land availability calculated in this element, there is a sufficient supply of land in all residentially zoned districts to accommodate housing needs through 1992.

The land inventory indicates that rural areas of Del Rio and Oakdale zoned for residential use offers the greatest possibility of development in the near future. In Oakdale, however, the number of units will be restricted to two acres per unit, or 20,000 square-foot lots unless a private sewer plant can be constructed similar to the plant providing services to existing and potential residents of the Del Rio area. The existing housing in both of these areas is large and costly, therefore, restricting the average homeowner.

The area zoned for development in Keyes, Salida, Ceres, Modesto, Grayson, Hickman and Crows Landing, will most probably provide housing for low- and moderate-income levels since existing dwellings in close proximity of the undeveloped parcels have tended to be small homes, duplexes and mobile homes. In particular, Ceres has 10.9 acres zoned for 103 units of single- wide mobile homes. After the sewer line has been replaced in Keyes, 266 mobile home units planned will also provide an important source of housing for the low- and moderate-income levels.

In addition, residential development zoned for Valley Home, La Grange, Knights Ferry, and Hickman, contain small parcels of urban infill which will most probably result in suitable housing for the low- or moderate-income level household.

Generally, the components of housing costs are similar throughout the County. There are a few variations: while land costs in the more outlying, rural areas of the County are relatively low, the costs of installing utilities, roads and other site improvements are relatively high; in the more developed areas, land costs tend to be higher but infrastructure costs are lower. Actual construction costs (labor and materials) are slightly higher in the more outlying areas.

TABLE 15

PROJECTED HOUSING UNITS AND ACREAGE
RESTRICTED FOR DEVELOPMENT
BY ZONING TYPE
(UNINCORPORATED AREA)

(1) Zoning	(2) Projected Residential Units	(3) Estimated Potential For Additional Units	(4) Acres Con- strained For Development	(5) Cost Of Land
R-1 (Single-Family)	479	48	40.3	7,500 sq. ft. \$28,000
R-2 (Medium Density)	60	6	4.8	7,500 sq. ft. \$40,000
R-A (Rural Residential)	2,350	235	561.0	8,000 sq. ft. \$31,500
PD (Planned Development) Mobile Home	369	--	24.6	4,000 sq. ft. \$15,000
PD (Planned Development) Residential	122	--	--	7,500 sq. ft. \$28,000
HS (Historical Site)	15	--	--	7,500 sq. ft. \$23,000

Source: Stanislaus County Planning Department

1. Minimum lot size for all of the subdivision areas is 6,000 square feet with the exception of R-A lots which are set at 8,000 square feet. The PD designation permits lot size in the 4,000 square foot range.
2. Considers the possible number of housing units if all infrastructure inadequacies were eliminated. Refer to Table 14, column 4, for specific constraints.
3. Indicates an increase in density of 10 percent for allowance of duplexes on corner lots.
4. Indicates number of acres restricted for residential development due to inadequate water and/or sewer services.
5. Stanislaus County Assessors Office (location dictates local prices; average prices represented).

TABLE 16

Undeveloped Residential Land -
Inventory by Growth Areas

Growth Area	Zoning	Acreage	Units	Constraints
Newman	No land zoned for residential use	-	-	
Patterson	No land zoned for residential use	-	-	
Westley	R-1	18	39 90	No public water, reliance on private wells at this time. Contingent upon whether public water can be provided
Grayson	Residential PD-92	8	70	
Crows Landing	R-1	5	25	
Waterford	-	-	-	
Hughson	-	-	-	
Hickman	R-1	2.3	5	No public sewer must provide private septic tank
	R-A	20	40	" " "
Keyes	R-1	10	44	Sewer line to be replaced (CDBG Funds) Construction Planned to begin December, 1985
	R-1	4	22	" " "
	R-2	2	22	" " "
	PD-42	24.6	266 mobile homes	" " "
Riverbank	R-A	16	15	
Del Rio	R-A	24	42	
	R-A	9	22	
	R-A	28	45	
	R-A	21	21	
	R-A	4	8	
Knights Ferry	H-S	2	10	Before construction unit must pass architectural review
La Grange	H-S	1	5	" " "
Valley Home	R-1	1	1	No public water or sewer
Denair	R-2	2.8	38	At sewer capacity, units cannot be built unless replaced or annexation to the district occurs
	R-A	58	232	" " "
Turlock	No land zoned for residential use	-	-	
Salida	R-1	31	155	
Modesto	R-1	5	25	Contingent upon City of Modesto water and sewer services
	R-1	24.5	112	
Ceres	PD-89	10.9	103 mobile homes	
	PD	8.7	52	
Empire	No land zoned for residential use	-	-	
Oakdale	R-A	10	67 156	No public sewer, provide own septic tank
	R-A	78	312	Contingent upon private sewer plant being constructed
	R-A	385	770	No public sewer, provide own septic
			1,540	Contingent upon private sewer plant being constructed
	R-A	6	6	

* If public sewer and/or water is not provided private wells and septic tanks must be used on a lot size minimum of 20,000 square feet or approximately two housing units per acre.

Housing prices often approach those found in urban areas. Resultant prices are indistinguishable for urban versus rural areas. At the \$77,853 sales price level, given interest rates for mortgage loans in effect and assuming that only 25 percent of income is to be spent on housing cost, a household would need to earn about \$31,000 per year to afford such a newly-constructed home. Based on this example, prices in the unincorporated areas are such that a good portion of the population is priced out of the market for newly constructed housing.

At a prime level for a single-family home of \$62,000, a household would need to earn over \$25,000 per year in order to afford the monthly payments occurring to a 20 percent downpayment and a mortgage interest rate of 11%. In a time of fluctuating (escalating) interest rates, it can be expected that this threshold income level will be dramatically increased as interest rates rise.

HOUSING CONSTRAINTS

A. MARKET CONSTRAINTS

The ability to fulfill housing needs is impacted and exacerbated greatly by constraining factors prevalent in the housing market today. Nongovernmental factors inhibiting the availability of housing include financing costs, land prices, and construction costs. The increase in interest rates over the past few years and their impact upon mortgage rates has eliminated the opportunity for many residents to own their own home. Materials required in home building and the price of land depending on its location also have restricted the pool of prospective homeowners.

This section will identify those factors prevalent in Stanislaus County which inhibit the development, maintenance, or improvement of housing. In addition, as the Legislature acknowledges, identified housing needs often exceed available resources and the community's ability to satisfy these needs, therefore, local planners and policy makers shall take appropriate steps to mitigate restraints whenever possible.

1. Financing Costs

Volatile mortgage interest rates keep homes out of reach for the majority of county residents and other citizens throughout the nation. This one factor has more influence on home ownership and construction than any other. Policies set at the federal level affecting interest rates, subsidies, material and wage costs, are cost factors which are little influenced by local policy, desire, or action.

The overall decrease in housing production and demand compared to previous years is due in part to the lack of money available to finance new construction and the high rate of interest for borrowing what money is available. Since the beginning of 1980, skyrocketing interest rates have hovered between 12 percent and 14 percent to nearly 18 percent by the fall of 1981. Since then, the home loan interest rate has stabilized to between 12-14 percent for conventional fixed insured home loans. The adjustable rate mortgages are available for 11-12 percent. These loans have gained popularity because their initial interest is often about two percent below fixed rate mortgages. The pitfall for these loans is the artificially low initial interest rate that jumps substantially within one year.

It is unlikely, at this juncture, to think that interest rates for home finance will fall to the nine to ten percent range. Many citizens look to the time when mortgage interest rates might drop below 12 percent. Long range forecasts for such an occurrence is mixed. The vagueness of whether the Federal Reserve Bank can reduce restrictions on its money supply, thereby fueling inflation, is speculative.

Higher interest rates affect home costs in two significant ways. First, higher interest rates add to construction costs, since home builders and contractors must borrow money in order to finance construction. This higher cost is reflected in higher sales of new homes. Second, higher interest rates have a substantial effect on monthly payments. The following table illustrates the monthly payment for the purchase of a \$50,000 and \$75,000 home with 20 percent down, assuming an annual income of \$25,000.

TABLE 1
EFFECT OF INTEREST RATES ON MORTGAGE RATES
(\$25,000 Annual Income)

\$50,000 Loan 20% Down			\$75,000 Loan 20% Down		
Interest Rate	Monthly Payment	% of Gross Monthly Income	Interest Rate	Monthly Payment	% of Gross Monthly Income
7%	266	12.85	7%	399	19.2%
8%	294	14.1%	8%	440	21.1%
9%	322	15.6%	9%	483	23.2%
10%	351	16.8%	10%	527	25.3%
11%	381	18.3%	11%	572	27.5%
12%	412	19.8%	12%	617	29.6%
13%	443	21.3%	13%	664	31.9%
14%	474	22.8%	14%	711	34.1%
15%	506	24.3%	15%	759	36.4%
16%	538	25.8%	16%	807	38.7%
17%	570	27.4%	17%	856	41.1%

*\$40,000 Balance

** 30-year Mortgage

* \$60,000 Balance

** 30-year Mortgage

Source: The Housing Crunch: A 1983 Update, California Building Industry Association, September, 1983.

This high interest rate effectively removes a majority of home buyers. As the home price increases, obviously, more and more people find it increasingly difficult to purchase homes. Homeowners paying more than 35 percent of their incomes often sacrifice other expenditures relating to their family situation.

From the table below, one can see that as housing prices and interest rates increase, the annual income needed must also increase. An increase of only one percent in interest rates eliminates thousands of potential homeowners. For every one percentage point increase in the mortgage interest rates, the monthly payment increases about 10 percent.

TABLE 2
COMPARISON OF INTEREST RATE AND HOUSING PRICE CHANGES AND
ANNUAL INCOME NEEDED FOR HOME PURCHASES

Interest	Loan Amount	Annual Income Needed	Interest	Loan Amount	Annual Income Needed	Interest	Loan Amount	Annual Income Needed
10%	\$60,000	\$23,782	12%	\$60,000	\$26,907	14%	\$60,000	\$30,657
	70,000	27,080		70,000	31,318		70,000	35,693
	80,000	30,896		80,000	35,729		80,000	40,729
	90,000	34,703		90,000	40,140		90,000	45,766
11%	\$60,000	\$24,076	13%	\$60,000	28,769	15%	\$60,000	\$32,567
	70,000	29,182		70,000	33,490		70,000	37,921
	80,000	33,282		80,000	38,212		80,000	43,276
	90,000	37,394		90,000	42,933		90,000	48,630

Source: The Housing Crunch: A 1983 Update; California Building Industry Association, September, 1983.

These figures have not included taxes and insurance in the calculations. Adding these two other costs clearly limits numerous families from homeownership.

A high monthly mortgage payment is only one of the many problems confronting Stanislaus County residents. Another significant problem is that households seeking to buy a home must also contend with high initial costs. As home prices and interest rates have soared, so has the amount of the down payment required to purchase them. Not only is a household faced with high monthly payments (including principal, interest, property taxes and insurance), but it must initially come up with a large down payment. In addition, a family can expect to pay an estimated two or three percent of the sales price for closing costs. In some cases, loans are available for as little as five percent down, yet monthly payments will in turn be higher. A substantial number of people could afford to make the minimum down payments involved in homeownership, but because they lack the resources on a monthly basis, they are forced out of the market and must forego home purchases.

Rental construction has increased dramatically as it has for single-family construction. As a rule, renters are the least able to afford more costly housing and higher rents because of the increased costs in land, labor and materials, and financing costs.

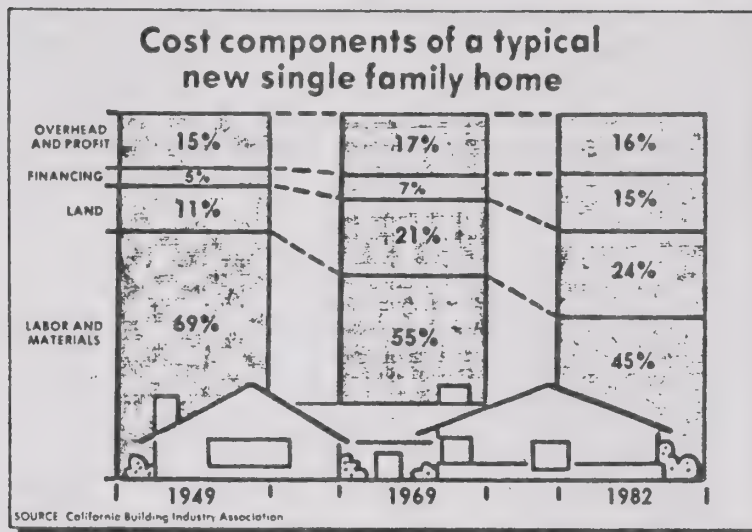
Soaring housing costs are derived from a number of sources--no one source is to blame. The cumulative effect has been devastating. Increased financing, land, wages, and construction costs, all have added substantially to housing costs. The County seeks to mitigate the costs of affordable rental and ownership housing through reduction of standards and fees, density bonuses and more liberal use of the planned development concept.

2. Construction Costs and Land Prices

Construction costs as reported by builders are up and increases are noted for lumber, brick, insulation and other materials used in home building. Increases in building material prices can be attributed to the cyclical nature of the construction industry. Wood products, which usually comprise 10 to 15 percent of the cost of a single-family home, have shown the largest price increases this year. Approximately one-half of all softwood lumber is used in residential construction. Lumber prices usually run in tandem with housing starts.

The supply outlook for all kinds of building material remains good. Producers are still clearing out their inventories and operating well below capacity, which makes the possibility of shortages highly unlikely. As the building industry recovers, shortages of various materials will not be encountered.

CHART A



Source: The Modesto Bee, April 10, 1983

It is estimated to cost from \$25,000-\$50,000 to build a typical house in Stanislaus County. Increased housing costs have also been attributed to: building costs, price of land (\$3.40 to \$4.50 per square foot), and site improvements (\$1,000 to \$2,000).

One factor that helps keep home prices down is the access to inexpensive, nonunion labor in the County. Many construction workers in this area are not members of unions and consequently do not earn what their counterparts earn in other counties.

TABLE 3

COST BREAKDOWN OF NEW HOME (1984)

Components	Cost	% of Total
Land and site development	\$ 20,144.	27
Construction	34,319.	45
Financing	11,191.	15
Profit	8,953.	12

Source: Modesto Board of Realtors

The dramatic increase in housing prices over the past decade has temporarily halted the concept of home ownership for a large majority of individuals and families throughout Stanislaus County and California. In the future, there will be more people in their 30s and 40s who will be part of the generation of renters. Buying and owning a home will be beyond the reaches of most people due to interest rates, land costs and construction costs associated with producing homes. These new factors will set in motion new social and economic forces on how and where people will live.

TABLE 4

INTEREST RATES, AVERAGE LOT COST, AND AVERAGE NEW HOME PURCHASE PRICE FOR STANISLAUS COUNTY

Year	Interest Rate % (Conv.)	Avg. Lot Cost	Avg. New Home Purchase Price	Year	Interest Rate % (Conv.)	Avg. Lot Cost	Avg. New Home Purchase Price
1968	7.0	5,000	21,400	1977	9.25	12,000	52,540
1969	8.0	5,000	25,690	1978	10.25	16,500	65,340
1970	8.5	5,000	24,910	1979	11.75	21,500	66,840
1971	7.5	6,000	28,020	1980	12.5	22,600	65,951
1972	7.24	6,500	29,260	1981	15.1	23,700	73,779
1973	8.5	7,000	31,770	1982	15.0	25,700	76,397
1974	9.5	9,000	35,610	1983	12.25	27,000	77,583
1975	9.25	10,000	41,110	1984	13.75	27,067	74,607*
1976	9.0	11,000	50,000				

*First quarter

Source: Modesto Board of Realtors, Modesto Bee, California Building Industry Association

The average California home has doubled, tripled and even quadrupled in value during the last ten years. In some areas, home prices have grown much faster. Today's housing prices are creating formidable barriers to home ownership. The table below indicates a comparison between cities and counties of median priced homes in California.

TABLE 5

ESTIMATED COST OF BUYING MEDIAN PRICED HOMES IN CALIFORNIA COMMUNITIES*

Location	Median Price	Down Payment	Annual Income Needed	Monthly Payment
Stanislaus County	74,012.	14,800.	30,600.	715.
Orange County	131,000.	26,200.	54,100.	1,263.
Sacramento	74,000.	14,800.	30,600.	715.
San Diego	94,000.	18,800.	38,900.	907.
San Francisco	123,000.	24,600.	50,900.	1,187.
Los Angeles	112,000.	22,400.	46,300.	1,080.
*1983 - Assuming a conventional 12.5% mortgage and 20% down.				

Source: The Modesto Bee, July 3, 1983

The income needed to purchase a median priced home places it beyond the reach of most individuals. The Department of Real Estate indicates that there is a decline in families who own their homes. The first home is proving to be not a single-family detached home, but rather a small condominium, patio home, or an attached dwelling. This concept was rare ten years ago, but is now common. Housing costs have helped change the lifestyles and demands of many households. The problem is illustrated dramatically in the table above.

Less than 15 percent of Stanislaus County residents have the \$30,600 income required to purchase the median priced home of \$74,012. For most single persons, the possibility of ever purchasing such a home is unrealistic. It is interesting to note that the average person filing an individual income tax return in California last year, reported just over \$15,000 in income, which translates into a loan of only \$35,000 for a home. It is reported by the local real estate board that less than one percent of the condominiums now on the market today are valued at that price.

Consumer preference may still be toward a detached single-family dwelling, but because of the various components interacting to drive the price of homes up, households are now more willing to accept alternatives to that lifestyle out of necessity. Counties and cities can play an integral part in the change by permitting smaller lots, higher densities, and innovative approaches to today's housing issues.

B. GOVERNMENTAL CONSTRAINTS

A factor often cited by private developers for spiraling housing costs and the decrease in affordable housing for all sectors of the population is local governmental regulation. Governmental constraints are potential or actual governmental policies, standards, or requirements imposed by the federal, state or local government to influence development. Such controls can be used to facilitate and encourage the development of housing or may work in reverse posing barriers and frustration for the local developer. Because the housing problem has become acute for the low- and moderate-income levels, responsible parties shall strive to mitigate or eliminate unneeded constraints and thereby alleviate one of the factors imposing increased housing costs. This section will address what efforts Stanislaus County has made for the development, maintenance and improvement for housing in each of these five areas: land use controls, building codes and enforcement, on and off-site improvements, fees and processing and permit procedures.

1. Land Use Controls

Land use controls are generally minimum standards included within the County's Zoning and Subdivision ordinances. Zoning is a necessary regulation to insure the land uses of a community are properly situated in relation to one another which is intended for the plan of

an efficient and healthy environment. Zoning regulation controls such features as population densities, yard setbacks, etc. Stanislaus County accommodates housing alternatives for the moderate- and low-income through the allowance of mobile home parks and townhouses in all residentially zoned areas with the requirement of a use permit. Duplexes and apartments are also alternatives to the single-family home allowable in R-2 and R-3 zoned areas. The County has also accommodated low- and moderate-income needs by allowing for increased population densities in planned development subdivisions. The major requirement restraining the development of any type of residential dwelling is the availability of sewer hook-up. Presently most of the smaller communities, such as Keyes and Denair, have reached their maximum sewer capacity and therefore planned or proposed new development must be postponed until the sewer line is extended. The extension is an extremely costly venture for small communities with limited resources. Stanislaus County has obtained community development block grant funds especially to mitigate this problem and plans to keep this as a high priority issue in the future (Refer to Housing Element Goals, Objectives, and Implementation Strategies to relieve governmental constraints).

2. Building Codes and Enforcement

While minimum building codes enforced by state law are essential to the physical construction of safe and lasting housing, additional standards controlling the design or unneeded safety precautions may increase the cost of dwellings unnecessarily. Stanislaus County has modified its building code to the requirements specified by state law. Since the County is agriculturally based, a vapor barrier for concrete slab on grade floors is required due to the high water table. This is the only additional requirement other than the mandated state law provisions.

3. On- and Off-site Improvements

Land improvements can be categorized as those designated to modify the existing parcel of land, an on-site improvement, or those to modify the exterior, or off-site areas. The Stanislaus County Public Works department is responsible for reviewing all off-site improvements on land over five acres in size. Such public off-site improvements include curbs, gutters, sidewalks, pavement, adequate drainage and street lighting. These have been deemed necessary to maintain the public health, safety and welfare standards for a residential community.

4. Fees

While fees can contribute significantly to increased housing costs, Stanislaus County Planning department has attempted to minimize these costs for the developer. although the costs listed below still amount to a substantial sum, the County sets these fees actually below their costs to provide the service. Secondly, the Planning department no

longer requires zoning use permits, but instead requires a staff approval for the expansion, change, or modification of any single-family residence or mobile home which was legally established under a previous zoning designation. (Refer to Housing Element Goals, Objectives, and Implementation Strategies to relieve governmental constraints).

It is also important to note how Stanislaus County's application fees compare with other local jurisdictions. The City of Stockton conducted a planning application fee survey in March, 1984. Stanislaus County falls substantially below the average fee cost for the five city and county jurisdictions surveyed. The following outlines the County's current schedule of fees.

SCHEDULE OF FEES	
Zoning Use Permit.....	\$ 200.00
Zoning Variance.....	200.00
*Rezone.....	300.00
Mobile Home Permits	
On foundations.....	25.00
Initial application.....	90.00
Renewal.....	5.00
*General Plan Amendment.....	300.00
Tentative Subdivision Map.....	350.00
	+3.50/lot
Parcel Maps - Consent.....	75.00
Subdivision Ordinance Exception.....	150.00
Williamson Act Contract.....	100.00
*Environmental Impact Report.....	Actual Cost
Environmental Review Questionnaire.....	20.00
Appeal (of Staff and/or Planning Commission decisions)	25.00
General Plan, Rezone, Environ.Review (concurrent).....	475.00
Homer Racing Pigeon Permit.....	25.00
Historical Site Permit.....	50.00
Historical Site (Staff review).....	No Charge
*Effective October, 1982, when filed concurrently, GPAs, Rez. and Environmental Review Questionnaires - \$475.00	

5. Processing and Permit Procedures

An expeditious completion of processing and permit procedures can minimize development holding costs dramatically. Unfortunately, delays often occur in the process which later translate into increased housing costs for the home buyer. Stanislaus County follows differing processing procedures for various planning transactions. Amendments to the General Plan and zoning modifications must go before the Planning Commission and County Board of Supervisors for passage, averaging 60 days, since changes of this nature are only considered at three scheduled Planning Commission meetings per year. Tentative maps for subdivision development are required to pass the Planning

Commission, and only need Board approval if a public hearing is requested. All other use permits, variances, or transactions of this type must be presented before the Planning Commission for their final approval. In the case where an environmental impact report is required, several more months time will be added to the processing period.

ENERGY CONSERVATION MEASURES

The richest reserves of energy in the United States are not buried deep underground or found offshore. New discoveries are coming about in communities willing to turn to public conservation policies and progressive alternative energy systems to conserve energy at the local level. In order to reduce housing utility costs, and exorbitant energy consumption, planning for energy efficient housing and land use is becoming increasingly necessary. Stanislaus County, located in California's Central Valley, incurs mildly cold winters and very warm summers. The County has addressed and will continue to focus on energy conservation measures with these geographic and climatic features in mind.

A. PROMOTION OF ENERGY CONSERVATION IN LOCAL PUBLIC AND PRIVATE ORGANIZATIONS

The Pacific Gas & Electric Company, Modesto Irrigation District, and Turlock Irrigation District, are the three major utility companies serving the Stanislaus County area. MID, TID, and P.G. & E., promote energy conservation and have implemented programs to inform customers of home energy saving techniques. P.G. & E. offers a free weatherization program administered by Performance Energy of Stanislaus County. Qualified low-income homeowners may be eligible for this program. MID has completed the first year of S.T.E.P. - Save The Energy Peak, an air conditioning load management program. The Turlock Irrigation District conducts home energy audits for interested residents at no charge. The district has also implemented a swimming pool load management program and is looking into the possibility of beginning an air conditioning load management program. To encourage the public to weatherproof their homes, thereby decreasing heating and cooling costs, P.G. & E. offers a zero interest payment loan program for customers to make such improvements possible. The utility companies also provide printed material to promote the energy conservation ethic. The Modesto Junior College also offers a progressive program to provide information and training in energy conservation. The program, housed in the Sunrise Energy Center, offers courses geared for the average homeowner to the advanced building professional. Such courses instruct step-by-step procedures to meet the Title 24 design and compliance measures in home building.

B. STANISLAUS COUNTY'S CURRENT PROGRAM

Stanislaus County will continue to encourage conservation in home design through the enforcement of Title 24 of the California State Administrative Code, revised in 1983. Through compliance with these standards, it is projected that energy consumption will be reduced by 6.5 percent in new energy efficient homes in contrast to similarly sized home built in 1975.

The County also promotes energy conservation through Section 20.52.250 of the Stanislaus County Subdivision ordinance, requiring that to the extent feasible, the subdivision shall be designed to provide passive or natural heating and cooling opportunities. The County Agricultural ordinance also allows for the installation and use of wind generators or windmills with no height restrictions in A-2 zoned property and a 35-foot height limitation in RA zoned areas. The Circulation Element of the County General Plan has made allowances in the planned street section for the planting of street trees which may be used as a passive cooling device.

Stanislaus County also exemplifies its concern for energy conservation through conducting regular energy audits of County Government buildings and making necessary improvements. The Chief Administrative Office allocates \$28,000 per year for energy conservation in County facilities.

Presently, the County Planning department is considering a zoning ordinance change that would allow private companies to develop wind farms in Stanislaus County. The wind farms could provide an important source of electricity which could be sold to local utility companies.

C. NEW POLICIES AND PROGRAMS TO BE IMPLEMENTED
IN STANISLAUS COUNTY

The County Planning department realizes the importance for continued programs in the planning, creation and implementation of new policies to meet new innovations in energy-saving technology and to preserve our natural resources. A zoning amendment is at the public hearing stage to include a provision for passive or natural heating and cooling opportunities in residential planned development. This provision is currently included in the Subdivision ordinance.

The Planning and Building Inspection departments will soon engage in a new role as educators and promoters of energy conservation by making available handouts from the California Energy Commission, Modesto Junior College Energy Center, and the local utility companies. This information shall be provided to educate and inform residents of the possible home improvement techniques and who they may contact for additional information.

The County Planning department will also be negotiating with the MID next year about a builder's program which may result in stricter building standards to produce energy efficient homes.

HOUSING RESOURCES PROVIDED THROUGH FEDERAL, STATE, AND LOCAL PROGRAMS

Housing conditions in any area are influenced by factors beyond those discussed earlier, such as the age of the houses, the condition of public facilities, and the socioeconomic characteristics of the residents. To a large degree, the existing community resources available to assist people with their housing problems determines the way in which people view housing conditions in their community. There is a wide variety of housing programs and services which are available to residents of Stanislaus County for low- and moderate-income households, as well as the elderly and handicapped. Some of these programs are utilized extensively. The Stanislaus County Housing Authority, for example, generally has a long list of applicants waiting to obtain Section 8 rental housing. Other programs, such as the Farmers Home Administration, Section 504 program, which offers loans and grants up to \$7,500 for home repairs, are hardly utilized. In addition, the Department of Housing and Community administers a number of programs to local governments. Those of importance to the County include: (1) construction technical assistance; (2) architectural and energy technical assistance; (3) Deferred Payment Rehabilitation Loan Program; (4) Special Uses Housing Rehabilitation Program; (5) Housing Assistance Program; (6) California Housing Advisory Service; (7) Rural Development Assistance Program; and (8) Community Development Block Grant Program.

This section has been provided to serve as a digest of the major housing resources available to area residents. This list of resources is not complete in that it does not include such groups as the Red Cross, Civil Defense, churches, service clubs and charitable organizations which provide housing assistance with the County on a periodic basis. Supportive housing services provided by organizations such as the National Association for the Advancement of Colored People (NAACP), El Concilio for the Spanish Speaking, Incorporated; California Rural Legal Assistance (CRLA), and the Stanislaus County Department of Human Services, Consumer Affairs Division, are also not included. In sum, however, these organizations provide valuable assistance in the mediation of landlord/tenant disputes, dealing with matters of alleged housing discrimination, and other such housing problem issues that currently arise in all local jurisdictions. The section which follows hopefully comprises an accounting of the major services provided on a regular, ongoing basis. These resources include programs and services administered by federal, state and local governmental agencies, as well as the private sector. The programs administered by these agencies are frequently interrelated. For example, the Stanislaus County Housing Authority operates as a local housing resource yet is funded primarily by federal agencies, and as such translates federal housing policies and programs into local realities.

At the local level, many organizations serve similar functions, but while the interests of these organizations may overlap, they generally do not duplicate services because they serve different segments of the community. It is common for these organizations to make collateral referrals to each other if an organization other than their own can better serve the housing needs of a family.

The program and services offered are of three basic types: direct assistance, indirect assistance and supportive services. Direct assistance is received in the form of a grant or loan directly from the funding agency. Indirect assistance is usually channeled through another party before the beneficiary realizes the benefit, as is the case with loan guarantees and loan insurance. Supportive services are provided in the form of counseling, referral and legal services.

While the following list of resources includes only those programs and services for which families and individuals may apply on their own behalf, it should be recognized that an even greater number of federal programs exist for the purpose of assisting the housing problems of low- and moderate-income households for which local governmental bodies, private nonprofit organizations, cooperatives, profit-motivated builder-sellers, investor-sponsors, limited distribution sponsors and others may apply. These programs generally offer grants or loans with more favorable interest rates than the applicant might otherwise be able to obtain. Typical activities which may be funded under these programs are:

- acquisition and improvement of low- and moderate-income sites by public bodies for nonprofit resale;
- construction, or purchase of homes for nonprofit resale to low- and moderate-income families;
- repair, improvement or rehabilitation of low- and moderate-income homes;
- construction, purchase or rehabilitation of homes to be utilized as low- and moderate-income rental units;
- purchase of land, construction of buildings, and purchase of equipment for community services such as fire stations, parks and community centers;
- construction, improvement or expansion of public facilities such as sewerage disposal and treatment facilities, water supply, storm drains, streets, curbs, gutters, sidewalks and street lighting;
- technical assistance, counseling and a tool-loan program for low- and moderate-income persons who invest their own labor to complete housing projects; and
- costs incurred for planning and administration of local housing programs.

Although the list of activities eligible for program funding is lengthy, a number of the programs are under utilized in Stanislaus County. The lack of demonstrated enthusiasm for these programs may be due to one of several reasons. First, interest by private developers

in FHA, Section 234 financing for low-income home construction, has dwindled recently due to the increase in conventional interest rates.

Second, funding of federal programs is uncertain from year to year. At this time, for example, it appears that federal funds for housing, which have been available in the past, may be sharply curtailed. The lack of assurance for long-term funding creates some reluctance on the part of local governments to enter into long-term programs.

Third, extensive planning and data requirements that must accompany applications for assistance frequently discourage small jurisdictions which might otherwise be interested in applying for federal funds. Within Stanislaus County there are four cities which have no planning staff to develop housing plans and comply with other federal grant prerequisites.

A. HOME CONSTRUCTION AND PURCHASE

Department of Housing and Urban Development (HUD). Through the Federal Housing Administration (FHA), HUD maintains home loan programs for households of virtually every income level. In Stanislaus County, most conventional FHA financed homes have been made available by private developers who obtain FHA financing to build and sell homes to FHA qualified buyers. Single-family homes, multiple units, condominiums and mobile homes are all eligible for FHA financing at an interest rate below that of private lending institutions (the current interest rate for conventional FHA loans is 14 percent).

Residents of the area who are veterans of the United States Armed Forces may also be eligible to take advantage of the HUD mortgage insurance program for certified veterans. Veterans may secure these loans with no down payment. In addition to the veterans and conventional FHA loans which have no upper income limits for eligibility, HUD funds programs to assist families, handicapped and elderly persons in the low- and moderate-income range to obtain low interest rate loans for suitable housing. The loans, though generally arranged through private lending institutions, are guaranteed by HUD, and monthly interest reduction payments are made to the lender on behalf of the low- or moderate-income family. These loans can be used to construct, purchase, or rehabilitate housing which will be occupied by the low-income owner.

The effective interest rate for some programs may be as low as four percent. However, if the home has been rehabilitated and is to be purchased from a nonprofit sponsor, the interest rate may be as low as one percent. Programs which provide loan guarantees and interest subsidies have enjoyed wide popularity in the past but are presently underutilized in the local area.

Farmers Home Administration (FmHA). Section 502, the basic FmHA home purchase program, offers a wide variety of housing assistance which is available to targeted low- and moderate-income families in rural areas and in cities where the population does not exceed 10,000.

Section 502 FmHA loans provide guaranteed/insured loans to construct, purchase or repair housing; to provide sewage disposal or water supply facilities; to weatherize a home; to buy land for a housing site; and to refinance housing debts, under certain circumstances. Interest credits may, under certain conditions, be granted to lower income families, which reduce the effective interest rate paid to as low as one percent.

Section 502 FmHA loans have been well utilized throughout Stanislaus County. FmHA currently maintains more than 1,300 loans which are dispersed throughout the County as follows: Empire, 400; Riverbank, 250; Waterford and Hickman, 100; Hughson, 100; Denair, 100; Oakdale, 50; Patterson, 100; Newman, 100; Grayson, 50; and Keyes, 50. FmHA does not approve Section 502 loans within the cities of Ceres, Turlock or Modesto because of the population limitations.

Veterans Administration (VA) and California Veterans Administration (Cal-Vet). The most common form of VA financing housing assistance is the extensively used GI Home Loan, which provides guaranteed and insured loans to eligible veterans at interest rates which are lower than those generally available to nonveterans. In addition, the VA administers programs which offer direct loans to eligible veterans or survivors who reside in rural areas and direct loans plus direct payment of 50 percent of the housing cost for certain disabled veterans.

Cal-Vet offers low interest loans to veterans who were either born in California or whose bona fide residence was California at the time of induction into the military. Cal-Vet loans have been well utilized locally because the current 8.0 percent interest rate is substantially lower than most area residents can obtain. Furthermore, the seller is not compelled to pay points if he sells his property to a Cal-Vet financed buyer. The regional Cal-Vet office in Modesto, which covers a six-county area, received 575 applications during 1983. The Cal-Vet office has experienced a surge in applications due to the recent increase in the amount available for financing; the maximum increased from \$55,000 to \$75,000.

Self-Help Enterprises (SHE). SHE assists low-income families to build their own homes. In order to qualify for assistance from SHE, the applicant must agree to perform a substantial amount of the labor required for the construction of the home. SHE provides technical assistance and counseling services in areas such as selection of tools and materials, obtaining the most favorable financing, construction techniques and home maintenance. As of September 30, 1984, SHE had assisted in the completion of 360 housing units in Stanislaus County.

The large majority of these homes are financed through Section 502 FmHA loans, Section 523 of the Rural Self-Help Housing Technical Assistance program, and Section 524. The FmHA Sections 523 and 524 provide funds for counselors and construction supervisors to assist targeted income group members to build their own housing. The amount

of indebtedness incurred by the applicant under a SHE project is considerably less than it would be under other programs, since the applicant's contribution of his own labor substantially reduces construction costs. Since the FmHA 502, 523, and 524 assistance programs have been available, almost 100 homes have been built in Stanislaus County. On a yearly average, five to ten homes have been built under these programs. Presently, 10 homes are under construction in the Riverbank community and another 20 home are forecasted for Riverbank in 1985.

California Housing Finance Agency (CHFA). In 1979, CHFA began administering the Home Ownership and Home Improvement (HOHI) loan program. This program, which assists in home purchase and rehabilitation in areas with a shortage of reasonably priced mortgage money, is financed through the sale of tax-exempt bonds. The revenues generated by the bond sales are translated into subsidies for low-income families. Eligible applicants may then obtain loans of three percent to four percent below conventional interest rates. In Stanislaus County, the income limit for eligibility is approximately \$36,500 per year for a family of six or more. The maximum loan commitment for this family would be approximately \$81,000. The HOHI program was a major support to local community development and housing programs in an increasing number of California communities. Private, for-profit and no-profit, sponsors worked with localities to rehabilitate and expand the housing stock and provide mortgage financing to needy areas of urban and rural communities. At its peak, the HOHI program was operating at a scale of 200 million annually, but due to unfavorable interest rates, the program has not been in operation since 1981. It is hoped that this program, particularly attractive to areas such as Stanislaus County, will resume once interest rates lower to reasonable levels.

B. HOUSING REHABILITATION PROGRAMS

Department of Housing and Urban Development (HUD). Despite the large number of HUD programs available to organizations, programs designed to assist families as applicants are largely limited to the Section 203(k), Section 312, and Section 221(d)(2) loan programs.

Section 203(k) offers rehabilitation mortgage insurance for any person able to make the cash investment and mortgage payments. The HUD rehabilitation loans insure (1) finance rehabilitation of an existing property; (2) finance rehabilitation and refinancing of the outstanding indebtedness of a property; (3) finance purchase and rehabilitation of a property.

The mortgage insurance program, allowing a wide range of rehabilitation possibilities, is a valuable resource for homeowners and investors. One may use the insurance to finance a home conversion to a duplex, or commercial property into rentals, etc. The opportunities available through this program are far-reaching. HUD

insurances these loans made by private financial institutions for up to 97 percent of the property value and for terms of up to 30 years.

Section 312 provides for direct HUD loans to property owners in areas designated as urban renewal, code enforcement, urban homesteading (Section 810), and eligible for Community Development Block Grant funds. These direct federal loans finance rehabilitations of residential, mixed use, and nonresidential properties in the above areas certified by the local government. A loan may provide for insulation, weatherization features, and other such improvements to bring the property up to applicable code, project, or plan standards. Loans under Section 312 may not exceed \$27,000 per dwelling unit or \$100,000 for nonresidential properties.

Section 221(d)(2) provides mortgage insurance to increase homeownership opportunities for low- and moderate-income families, especially those displaced by urban renewal. HUD insures lenders against loss on mortgage loans for up to \$31,000 for a single-family home, and \$36,000 for a large family of five or more persons. (These limits vary in high cost areas and for multi-family type housing.)

Farmers Home Administration (FmHA). Through Section 502 Rural Housing Loans, FmHA offers low interest loans in housing rehabilitation to homeowners in rural areas. Interest credits may, under certain conditions, be granted to lower income families, which reduces the effective interest rate paid to as low as one percent, depending on the size of the loan, family size and the applicant's income.

Section 504 funds are available in the form of loans or grants to very low-income applicants who do not qualify for Section 502 loans. Loan eligibility is determined without consideration of the applicant's age, but grant recipients must be 62 years of age or older and must be unable to repay part of the assistance received as a grant. Section 504 grants and loans can provide eligible owner-occupants with up to \$7,500 to repair or improve their dwelling in order to make it safe and sanitary and to remove health hazards.

In contrast to the popularity of Section 502 FmHA loans for home purchases, Sections 502 and 504 are not being used locally for rehabilitation. Farmers Home Administration estimates as few as 10-15 applications a year. One probable cause of under utilization is an apparent lack of awareness of the availability of grants and low-interest loans for rehabilitation purposes. Section 504 is a potentially valuable resource for elderly homeowners in particular, since grants are restricted to applicants age 62 or older. Furthermore, the 1980 Census suggests that a large percentage of the households which qualify as both very low income and homeowners are elderly households which subsist on fixed incomes.

Self-Help Enterprises. In addition to the assistance which SHE offers in the area of new home construction, the agency also assists low- and moderate income families to weatherize their homes. Such services in

weatherization include repair of doors, windows, minor plumbing, and the installment of attic insulation, weatherstripping and storm windows. The maximum amount of materials and labor costs may not exceed \$1,000 per house or mobile home. All work is free to qualified homeowners and renters. The major source of revenue for the weatherization programs comes from the state office of Economic Opportunity. SHE expects an allocation of \$127,000 to continue their program in 1985.

Stanislaus County Department of Human Services. The Welfare Division of the Department of Human Services administers the Supplemental Security Income/State Supplemental Payments (SSI/SSP) program in Stanislaus County for citizens 65 years of age or older. Recipients of an SSI/SSP gold check may be eligible to as much as 100 percent grants for housing repairs from two nonrecurring funds and one recurring fund program. To be eligible for a housing repair grant, SSI/SSP recipients must own or be buying their home and must occupy that home (in some cases, handicapped renters may be eligible for grants to make necessary modifications to their residences). If all persons listed on the deed of trust, grant deed, etc., are SSI/SSP recipients, the grant can equal 100 percent of the repair costs, not to exceed the maximum grant amount. If two people share title to the home and only one is an SSI/SSP recipient, the grant cannot exceed 50 percent of the repair costs.

The first nonrecurring grant fund contains \$750 which may be used for repairs to heaters, air conditioners and wiring and to make structural modifications necessary to accommodate a handicapped person residing in the home. The second nonrecurring grant fund contains \$450 which can be used to pay for general repairs on the home. In addition, the recurring grant provides for up to \$300 annually for general home repairs. Funds from all three programs can be pooled together to pay for more extensive home repairs, up to \$1,500, the maximum sum of the three grant funds. The emergency home repair grants may also involve upgrading of individual wells and septic tank leach field systems in rural areas for eligible applicants.

SSI/SSP is jointly funded by the federal and state governments. However, the home repair programs are funded exclusively by state funds through the SSP portion of SSI/SSP. Approximately 800 housing repair grants are awarded annually to the 10,000 SSI/SSP recipients in Stanislaus County.

The Stanislaus County Department of Human Services also provides an information and referral service which serves as a valuable housing information source for interested citizens, particularly of the low- and moderate-income level. The department's I & R offers such information as which organization provides emergency shelter, who sponsors permanent housing programs, where subsidized rental housing can be located, and other such information as the case may warrant.

C. COMMUNITY DEVELOPMENT BLOCK GRANT FUNDS (CDBG)

The County has made a number of applications for federal assistance through the CDBG Program to help provide sanitary sewer service, sidewalk, curb, gutter, community water systems, and handicap barrier removal facilities. Funding for these purposes has been received in the past with good prospects for continued aid. Initial applications were made jointly with the cities throughout the County. However, the County and cities are now seeking grants through individual efforts.

The Butte-Glenn and Airport neighborhoods typify a problem faced by many unincorporated areas on the fringe of cities in Stanislaus County - lack of public facilities and deteriorating housing conditions. Despite the fact they are located on urban size lots and smaller, such areas are often not serviced by public sanitary sewers. Many of these fringe area parcels average between 5,000 to 6,000 square feet in area, and contain an individual well for drinking water and a septic system for sewage disposal. In the Modesto area, for instance, a large majority of housing units south and west of the city limits are on septic tanks. The same areas are also in general need of adequate storm sewer systems. Several urbanly developed rural communities lack central water supplies in addition to sanitary sewers and storm drainage. The combination of the lack of these public facilities has caused numerous housing problems beyond the obvious health hazards. Most of the areas around urbanized cities and rural communities have zoning and general plan designations which effectively restrict urban growth similar to past trends. The County now directs growth to major areas so development can proceed with a full range of urban services. Many of the areas adjacent to the incorporated cities, and to some degree the smaller communities, have historically provided the housing for lower- and moderate-income families.

Results to Date

The County has made a concerted effort through the use of CDBG funds to provide basic urban facilities for all residents. The County's major successes to date regarding block grant projects include the following: (1) Grayson - installation of curb, gutter, improved streets and other such site improvements for an area serving 753 residents. The grant provided \$294,000 in funding. (2) Keyes - the installation of two new wells to remove the health problem posed by existing wells containing high nitrate levels. The new water facilities will allow for the construction of up to 769 new housing units. (3) Airport Neighborhood - the installation of sewer lines into a neighborhood of failing septic systems. The funding for this project totalling \$803,500, provided sewer service for 1,349 residents of the Airport area.

With the installation of adequate infrastructure in the Airport neighborhood, constraint for housing rehabilitation work has been removed. The 548 homes in this area have been annexed to the City of Modesto and thus are eligible for the City's comprehensive housing

rehabilitation program. At this time the City of Modesto has not yet designated a fourth target area for use of CDBG funds. However, the Airport area will be one of the neighborhoods considered in the selection process.

CDBG funds totalling \$235,000 were appropriated to Stanislaus County to fund a sewer line extension in the Butte-Glenn area. In June, 1980, the electorate voted down the proposal for a sewer line extension in this area, and thus funds were transferred to complete the extensive Airport north and south project.

New and Proposed Projects Underway

The County has demonstrated a continued effort to procure CDBG funds and will continue to apply for this source of financial assistance in order to provide County residents basic urban facilities. The County has several projects in various stages of completion. A listing and brief description of new projects (in the application process) are focused below: (1) Keyes Sewer Project - CDBG funds will finance 12.5 percent, or \$218,750, of the cost of replacing the force main sewer line between the community of Keyes and Turlock wastewater treatment facility. Upon the completion of the projects forecasted in 1985, 2,300 people will benefit from the sewer line replacement. (2) Riverdale Water System - the County has received \$266,250 in CDBG funds to replace the water lines for 272 residents of the Riverdale Tract neighborhood. Of these residents, 75 percent are designated as targeted low- and moderate-income persons. The completion date of this project is also expected to be December, 1985. (3) Monterey Park Water System - a total of 43 residential lots will be connected to a communitywide water system which will serve 167 people. In sum, 89 lots may be able to be served by this new water system.

The County, in April, 1984, applied for CDBG funds to finance projects for: (1) the extension of sewer service into a neighborhood on the fringe of the City of Ceres to preserve 153 households, (2) an extension of water lines in Westley to serve 17 dwellings; and (3) a water line replacement project in La Grange that will ultimately serve 37 households. In each of these target areas, a majority of the households are characterized as very low or lower-income households. The County was not awarded 1984 CDBG funds for the three targeted areas. There are two main reasons: (1) the infrastructure improvements would have benefitted approximately 70 percent of targeted low-income households whereas those jurisdictions receiving funds will benefit, at the minimum, 84.6 percent of their targeted low-income population, and (2) the areas designated for improvement in Stanislaus County do not presently pose a "health hazard," such as water contamination, whereas chosen jurisdictions for funds are incurring present health problems. Although Stanislaus County was denied CDBG funds for these sewer and water improvements, the County will continue to apply for funds on a yearly basis.

The County believes that efforts directed at neighborhood preservation and rehabilitation are best achieved by initially providing public sewer and water facilities to neighborhoods lacking these basic necessities. By concentrating on the provision of basic urban facilities, a foundation is grounded for additional revitalization measures. Housing rehabilitation, abatement of abandoned and hazardous structures, and potential for new construction may be realized through infrastructure improvements. With adequate sewer and water facilities predominantly serving the low- and moderate-income resident, new residential development zoned in these areas have all restraining factors removed for development. Areas zoned for other purposes may be considered for residential development once public facilities can support a greater population. The County, therefore, has exemplified its view that a local government entity shall remove any hindering constraints for the development of housing opportunities for low- and moderate-income individuals. Concurrently, the County realizes that it does not have the capability, at this time, to provide extensive housing rehabilitation and other urban services aid. Thus, by improving infrastructure, it may allow for and encourage annexation of areas to neighboring cities which can better offer the resident such services. The chart following provides a summary of the CDBG funded projects undertaken and proposed for the Stanislaus County area.

CHART A
DESCRIPTION OF COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM

Description of Projects	Financing	Status
Stanislaus County Handicapped Barrier Project	\$ 32,000	Completed
Grayson Street Improvements	294,000	Completed
Butte-Glenn Sewer Project	235,000	Cancelled due to electoral defeat
North and South Airport Sewer Project	803,500	Completed
Keyes Water Wells Project	64,000	Completed
Keyes Sewer Line Replacement Project	218,750	December, 1985
Riverdale Water System	266,250	December, 1985
Monterey Park Water System	432,000	September, 1985
New Applications		
Nadine Holm Sewer Line Extension	245,000	Application submitted April, 1984
Westley Water Line Extension	74,000	" "
LaGrange Water Line Replacement	204,000	" "

D. RENTER ASSISTANCE

Department of Housing and Urban Development. Section 8 rental assistance is available to low-income families throughout Stanislaus County. Under the Section 8 program, families are eligible for rent supplements if they spend more than 25 percent of their gross adjusted monthly income toward rent. Tenants must be of lower income households with incomes amounting to 80 percent of the area median income or less. Housing subsidized by HUD must meet certain standards of safety and sanitation, and monthly rental prices of the housing unit cannot exceed the Fair Market Rent, as established by HUD, for a home of its size. The local Section 8 program, administered by the Stanislaus County Housing Authority, is presently assisting 1,780 families.

Farmers Home Administration. Section 521 provides for reduced rent for low- and moderate-income families, senior citizens or domestic farm laborers, whose rent exceeds 25 percent of their annual adjusted income. Those reduced rents offered under Section 521 apply only to tenants who occupy rural rental housing, rural cooperative housing, or farm labor housing projects financed by FmHA.

There are 100 units of rural rental housing units located in Oakdale. In addition, FmHA has financed over 230 units of farm labor housing dispersed in the areas of Empire, Westley, Patterson, and Ceres. The Stanislaus County Housing Authority operates the permanent and seasonal farm labor housing in the County funded through FmHA Section 514/516 and other programs offered by the State Department Migrant Services and Farm Worker Housing Grant funds.

Stanislaus County Housing Authority. In terms of the number of people directly assisted, the Housing Authority is the single most valuable local housing resource in the County. The following list of services provided to low- and moderate-income families by the Housing Authority demonstrates the value of the agency to local communities:

- certifies families eligible for Section 8 housing and presently assists 1,780 families through the program;
- provides 55 units of housing units for the handicapped under Section 8, After Care;
- owns and operates 592 conventional low-income housing units, 21 of which are administered by the Cerebral Palsy for handicapped individuals;
- owns and operates 356 units of year-round farm labor housing funded by FmHA Section 514/516;
- owns and operates 216 units of migrant worker housing in Empire, Westley, and Patterson funded by the State Department Migrant Services program;
- performs follow-up counseling and inspection for residents of homes which have been rehabilitated; through a contract with the City of Modesto; and
- has been approved by HUD, to perform comprehensive housing counseling countywide.

E. EMERGENCY SHELTER

One of the most difficult problems to cope with locally is that of finding emergency lodging for temporarily distressed persons. There are very few housing resources available for an indigent family which becomes stranded in Stanislaus County. There are three local organizations which provide temporary shelter presently; Salvation Army, Head Rest, Inc., and the Women's Refuge Center. Of these three organizations, only the Salvation Army accepts all types of applicants. Head Rest provides lodging for minors aged 12-17 years, and the Women's Refuge Center provides shelter for battered women.

HOUSING PROGRAM - FIVE YEAR ACTION PLAN

A. INTRODUCTION

The preceding analysis of housing supply data, housing characteristics, special needs, and related economic demographic factors identified various housing needs and problems in the Stanislaus region. From these findings, it is obvious that public policy must be directed toward meeting the housing need, particularly for low- and moderate-income households. Current efforts undertaken by the County have also been described in alleviating housing problems and this section details the actions which will be undertaken by the County to supplement or complement present endeavors.

Meeting the challenge will require action by both the private and public sectors. The housing delivery system is essentially a private system - the production, exchange and management of the housing supply are primarily in private hands. The resolution of certain housing problems is, therefore, critically dependent upon the decisions and actions of private developers, lenders, investors, citizens, community groups and other actors in the private sector. At the local level, governmental involvement is also essential, continuously influencing the housing delivery system by its decisions regarding such matters as land use and transportation planning, zoning, utility extensions, building codes and various other standards and regulations. The significance of federal and state governmental involvement is obvious in view of the far-reaching implications of decisions affecting property and income taxation, housing subsidy programs, and monetary and fiscal policies. Because the housing delivery system responds to so many diverse influences, it is apparent that coordinated efforts will be necessary to address effectively the County's housing needs.

Countywide goals and policies set forth in the plan serve as guidelines for actions and decisions in housing-related matters. Consistent with state and national housing objectives, the goal and policy statements reflect a commitment to provide a decent home and suitable living environment for every individual and family. The program represents a "good faith, diligent effort" as required by HCD guidelines. The program recommended for adoption is not as far-reaching as programs which have been underway in many large cities, but it represents a sound starting point upon which the County can expand in future years.

Various assumptions are inherent in the plan. These assumptions reflect basic values concerning the housing delivery system in Stanislaus County.

- The private sector is, and should be, the major provide of housing.
- One of the government's roles should be to encourage and support private efforts to better serve all residents, particularly those who are not being served by the housing

system because of economic considerations.

- Local government alone does not have sufficient financial resources or power to solve the housing problem. Basic solutions will largely be dependent upon federal and state housing and economic policy decisions which influence housing production and personal income, the major determinants of how well needs are met in the housing market.
- Expansion of housing opportunities is closely tied to the development of adequate employment opportunities and maintenance of income levels for all segments of the population.
- Government may assist in housing by involvement in such programs as CDBG, expediting the review process, encouraging alternative building materials, and similar practices.

In an effort to accommodate additional affordable housing opportunities, the County, through this document, is formulating and implementing appropriate plans, policies and program to provide incentives for an support of developer efforts to satisfy increased housing demands of low- and moderate-income people. The housing program will contain only those tasks which are within the ability of the County to financially sustain over a period of time.

Many of the goals, objectives, and implementation strategies set forth in each area to be addressed, are often applicable to one or more defined areas. For example, many of the housing programs designed to assist the elderly or other "special needs" households, also assist low-income individuals. Land use policies to provide adequate sites for development also can be viewed as a removal of excessive land use controls or removal of governmental constraints. It should be noted that although the five-year action plan is divided into seven categories of particular emphasis, the program should be viewed as a single, fluid action plan.

The housing needs defined in preceding chapters, plus the constraints to housing provision identified, have been analyzed and now combine to provide the basis for program strategy developed in this section. As specified in the Housing Element legislation, the program strategy includes goods, objectives and policies which support the overall program design.

The following statements of the County of Stanislaus housing goals for new construction, rehabilitation, and conservation are intended to provide a framework for the housing program detailed in this Chapter of the Housing Element.

1. New Construction

The programs contained in this section are designed to stimulate the production of additional housing units in the unincorporated areas of the County, units which are appropriately priced to the needs of low and moderate income households, in order to meet increasing demand, to

afford overcrowded and overpaying households opportunities to better their shelter situations, and to provide replacement housing opportunities for those now occupying severely dilapidated housing.

GOAL: It is the County's overall goal to provide sites to encourage the construction of 317 housing units up to 1992. The County's goal is to encourage the production of a price-balanced housing stock, suitable to the needs of all residents.

2. Rehabilitation

Preceding sections detailed housing condition data and housing rehabilitation issues within the unincorporated areas. Rehabilitation programs need to address both ownership and rental housing repair problems. The program types outlined in the following section are directed to providing technical and financial assistance to property owners and households needing rehabilitation assistance; they are intended to function to simultaneously address housing condition and housing affordability concerns.

GOAL: To increase the supply of sound housing at prices affordable by all segments of the community through the rehabilitation of approximately 30 households per year over the next seven years by annually applying for Community Development Block Grant funds and other programs applicable to the County.

3. Conservation

Over 79 percent of all dwellings in the unincorporated areas of the County are in standard condition. It is important to the long-term health and inability of the individual communities, and to the County's long-term financial assistance burden, that standard housing be conserved and maintained in the proper manner. The programs outlined below are designed to promote continual maintenance of sound housing conditions. One program, the Section 8 Housing Assistance Payments program for existing units works to alleviate current overpayment problems on the part of tenants.

GOAL: To maintain the supply of sound affordable housing in the County through conservation of the currently sound housing stock, newly constructed, and rehabilitated units by taking every action possible.

A policy framework has been developed to guide decision making and actions intended to meet the objectives outlined. These policies reflect the County's priorities, and are based on a careful assessment of the nature and seriousness of housing problems within the community. The programs are intended to set forth the nature of activity or action which the County views as appropriate to its needs and priorities. Many of the programs can be implemented within a one to five year period.

B. GOALS, OBJECTIVES AND IMPLEMENTATION STRATEGIES

1. PROVISION FOR LOW- AND MODERATE INCOME HOUSING

GOAL: IT IS THE GOAL OF STANISLAUS COUNTY TO ASSIST IN THE DEVELOPMENT OF ADEQUATE HOUSING TO MEET THE NEEDS OF LOW- AND MODERATE-INCOME HOUSEHOLDS.

OBJECTIVE 1: To continue to be of assistance to the private sector and public agencies capable of producing or assisting in the construction and rehabilitation of housing to meet low- and moderate-income needs.

IMPLEMENTATION A: The County will continue to facilitate funding and assistance for Farmer's Home Administration, Self-Help Enterprises, and the Stanislaus County Housing Authority by working with these organizations supplying information, hearing notification, and staff assistance. The County will also work with various political bodies regarding problems, solutions, grant applications and helping with various land use concerns. (Refer to Housing Resources Provided Through Federal, State and Local Programs.)

Responsible Agency: Stanislaus County Planning Department, FmHA, SCHA, SHE.

Time Frame: Ongoing

IMPLEMENTATION B: The County will continue to submit applications for the procurement of CDBG funds on an annual basis. The targeted County neighborhoods for infrastructure improvements are those with a high percentage of low-income residents, high concentration of housing and sewer/water problems. (Refer to discussion of CDBG funds in Section C of Government Housing Program.)

Responsible Agency: Stanislaus County Planning Department

Time Frame: Submit applications on an annual basis.

IMPLEMENTATION C: Stanislaus County will create an outreach program for the purpose of advertising and providing information to low-income residents of available housing programs. This program will consist of flier and brochure distribution, newspaper advertisement and referrals. The County will work with SAAG, the local COG, in sharing advertisement costs and staff assistance.

Responsible Agency: Stanislaus County Planning Department

Time Frame: Information and advertisement disseminated on an annual basis.

IMPLEMENTATION D: Stanislaus County Planning Department and Building Inspection Division of Public Works will continue to be participants in the Community Housing Revitalization and Development Task Force. This task force, made up of bank representatives and individuals from private and public housing-related institutions, meets monthly to report the latest developments in housing for the low-income person and what opportunities exist for housing rehabilitation in the community.

Responsible Agency: Stanislaus County Planning Department, Building Inspection Division of Public Works.

Time Frame: Ongoing participation.

OBJECTIVE 2: To continue to enforce existing policies and revise its plans and ordinances to provide necessary housing opportunities for low-income individuals.

IMPLEMENTATION A: The County will create a condominium ordinance setting forth guidelines for rental unit conversion to owner-occupied dwellings. Conversion cannot proceed unless the following factors exist: (1) adequate rental vacancy rate, (2) extended leases for the elderly and disabled, (3) moving allowances, and (4) active assistance in relocation for tenants.

Responsible Agency: Stanislaus County Planning Department

Time Frame: Project completion, 1986.

IMPLEMENTATION B: The County shall continue to offer a density bonus for residential development for the low- and moderate- income households. With the adoption of AB 1151, the County amended its Subdivision and Zoning ordinances by enacting a 25 percent bonus provision for construction of such housing.

Responsible Agency: Stanislaus County Planning Department

Time Frame: Ongoing

IMPLEMENTATION C: The County shall continue to enforce its provision for mobile homes to be located in any zone which allows single-family residences, as well as an ordinance permitting duplexes to be located on corner lots in R-1, R-2 zoned areas.

Responsible Agency: Stanislaus County Planning Department

Time Frame: Ongoing

IMPLEMENTATION D: The County shall continue to encourage the use of planned development to facilitate construction of high density and varied housing concepts. To date, the County has approved P-D projects for the construction of apartment complexes, mobile homes, condominiums, townhouses, a childrens' home, and farm labor housing.

Responsible Agency: Stanislaus County Planning Department

Time Frame: Ongoing

2. HOUSING TO ACCOMMODATE SPECIAL NEEDS

GOAL: IT IS THE GOAL OF STANISLAUS COUNTY TO PROVIDE ADEQUATE HOUSING FOR SPECIAL NEEDS RESIDENTS INCLUDING THOSE OF; THE ELDERLY, THE HANDICAPPED, FAMILIES WITH FEMALE-HEADED HOUSEHOLDS, LARGE FAMILIES, AND FARM WORKERS.

OBJECTIVE 1: To continue close working relations with private and public organizations offering supportive housing services for special needs residents in Stanislaus County.

IMPLEMENTATION A: The County shall continue to assist the Stanislaus County Housing Authority which administers state and federal housing programs for home purchase and rehabilitation, renter assistance, and temporary shelter for the elderly, low-income persons, handicapped, and farm workers in Stanislaus County. (Refer to Housing Resources Provided Through Federal, State and Local Programs.)

Responsible Agency: Stanislaus County Planning Department and Stanislaus County Housing Authority.

Time Frame: Ongoing

IMPLEMENTATION B: The County shall continue to assist the Farmer's Home Administration in its accomplishments for the special needs households by supplying needed information, and staff assistance as requested. Eligible applicants who inquire of any governmentally-aided housing programs shall be referred to the appropriate local agencies, FmHA, SCHAs, and SHEs, who administer them.

Responsible Agency: Stanislaus County Planning Department, FmHA, SCHAs, SHEs and other such organizations.

Time Frame: Ongoing

IMPLEMENTATION C: Stanislaus County will support the Senior Aides Program, a federally-funded senior community service employment program for the elderly. The program offers employment to low-income elderly individuals and provides valuable social services for the elderly community of Stanislaus County. In particular to housing needs, Senior Aides offers a gardener service for yard care, a handyman service for small home repairs and installs dead bolt locks to insure the elderly a more secure living environment.

Responsible Agency: Senior Aides, Stanislaus County Planning Department.

Time Frame: Ongoing

IMPLEMENTATION D: Stanislaus County shall continue to assist and offer support to the Volunteer Bureau Service of Stanislaus which administers a shared housing program. The Bureau assists in bringing together compatible persons, one of which must be 60 years or older, who desire decent, affordable housing. The shared housing program helps elderly homeowners of low income combat high living costs and in turn provides companionship.

Responsible Agency: Volunteer Bureau of Stanislaus, Stanislaus County Planning Department.

Time Frame: Ongoing

OBJECTIVE 2: To continue offering services and programs for the elderly in the community who seek housing assistance.

IMPLEMENTATION A: The Area Agency on Aging, a department of Stanislaus County government, shall continue to act as a coordinator and advocacy group for the elderly's housing needs. In particular, they hope to accomplish within the next five years, progress in the development of housing programs for the elderly such as a senior housing project and will continue to monitor the number of granny flats constructed.

Responsible Agency: Area Agency on Aging

Time Frame: Ongoing

IMPLEMENTATION B: The Stanislaus County Department of Human Services, a division of the Welfare Department, offers recipients of SSI/SSP Gold checks, possible eligibility for housing repair grants. These grants, which may offer up to 100 percent funding, can also be used for structural modifications in housing for the handicapped. The home repair program funded by the state assists the County's 40,000 SSI/SSP recipients with approximately 800 housing repair grants annually.

Responsible Agency: Department of Human Services, Welfare Division.

Time Frame: Ongoing

OBJECTIVE 3: The County will continue to amend its ordinances and land use regulations to assure housing availability and opportunities for special needs residents.

IMPLEMENTATION A: Stanislaus County will enforce its state mandated zoning ordinance amendment allowing for the construction of second units on single-family (RA, R-1) zoned lots. This provision, known as a "granny flat" ordinance, is particularly accommodating for the low-income and elderly person who can no longer afford the rising costs of homeownership.

Responsible Agency: Stanislaus County Planning Department.

Time Frame: Ongoing

IMPLEMENTATION B: Stanislaus County shall enforce its zoning ordinance which provides for employee housing in agriculturally zoned areas. This ordinance particularly assists farm workers who require temporary or permanent residency in close proximity to their farm work setting.

Responsible Agency: Stanislaus County Planning Department.

Time Frame: Ongoing

IMPLEMENTATION C: Stanislaus County shall enforce its provision for mobile homes or manufactured housing to be built on lots zoned for single-family residences. Mobile homes have offered elderly, farm workers, and other special needs residents, with alternative affordable housing.

Responsible Agency: Stanislaus County Planning Department.

Time Frame: Ongoing

IMPLEMENTATION D: Stanislaus County shall enforce its zoning ordinance Section 21.10.040 which allows residential care facilities to be located on agriculturally zoned parcels of 15 acres or more if accessory to and operated by a church.

Responsible Agency: Stanislaus County Planning Department.

Time Frame: Ongoing

3. PROVISION OF ADEQUATE SITES FOR DEVELOPMENT

GOAL: IT IS THE GOAL OF STANISLAUS COUNTY TO PROVIDE SUFFICIENT LAND FOR RESIDENTIAL DEVELOPMENT WHICH INSURES THE OPPORTUNITY FOR RESIDENCY OF ALL INCOME LEVEL HOUSEHOLDS.

OBJECTIVE 1: The County will enforce present land use policies and ordinances to allow for proper residential development of various housing types.

IMPLEMENTATION A: The County will enforce its revised Zoning ordinance which permits the development of duplexes on corner lots in single-family zoned neighborhoods, provided that urban services are available, the units face different streets, and the duplexes conform to all R-1 requirements.

Responsible Agency: Stanislaus County Planning Department.

Time Frame: Ongoing

IMPLEMENTATION B: The County will review the existing County-wide General Plan, community plans, and zoning designations to ensure that sufficient amounts of land are available for all types of residential development.

Responsible Agency: Stanislaus County Planning Department.

Time Frame: Ongoing

IMPLEMENTATION C: The County will encourage use of planned development, PD, in lieu of standard residential zoning. This method allows greater housing densities, and various design concepts which offer a wide spectrum of housing choice for residents.

Responsible Agency: Stanislaus County Planning Department.

Time Frame: Ongoing

IMPLEMENTATION D: The County will encourage urban infill in neighborhoods which have adequate sewer and water capabilities in order to maximize use of vacant land and land contiguous to current development. This shall reduce the cost of urban facilities and create a compact city form.

Responsible Agency: Stanislaus County Planning Department.

Time Frame: Ongoing

OBJECTIVE 2: The County will identify inhibiting factors to residential development and develop strategies to alleviate them.

IMPLEMENTATION A: The County will continue to undertake in depth community studies which review development in selected unincorporated area. Communities are selected if they show a demonstrated need by the following factors: lack of sewer and water capabilities, school impaction, lack of available land for development, etc.

Responsible Agency: Stanislaus County Planning Department.

Time Frame: Ongoing

IMPLEMENTATION B: The County will continue to apply for community development block grant funds on a yearly basis with the primary objective to improve sewer and water capabilities to communities which lack these basic urban services.

Once adequate infrastructure is available to such communities, the major inhibiting factor to residential development is removed. Land use designation for residential development may proceed. (Refer to Adequate Sites and Land Inventory Section for complete description of growth areas and their developmental constraints.)

Responsible Agency: Stanislaus County Planning Department.

Time Frame: Application for CDBG funds annually.

IMPLEMENTATION C: The County will continue in the preparation of a land use plan for all zoned areas in the unincorporated areas of the County. This plan will involve a complete analysis of land sufficient for residential needs, agricultural usage and other appropriate development to balance the County's various needs.

Responsible Agency: Stanislaus County Planning Department.

Time Frame: Completed, 1985.

4. REMOVAL OF GOVERNMENTAL CONSTRAINTS

GOAL: IT IS THE GOAL OF STANISLAUS COUNTY TO MITIGATE GOVERNMENTAL CONSTRAINTS IN ORDER TO REDUCE HOUSING COSTS AND PROMOTE FAIR AND EFFICIENT GOVERNMENTAL POLICY.

OBJECTIVE 1: Eliminate excessive land use controls which inhibit developers to provide appropriate housing needs for all economic segments of the community.

IMPLEMENTATION A: Encourage greater use of planned developments in lieu of residential zoning to introduce higher densities and creative design concepts and thus will offer the developer greater liberties in land use.

Responsible Agency: Stanislaus County Planning Department

Time Frame: Ongoing

IMPLEMENTATION B: The County will require new housing to locate in areas already provided with public facilities and services before expanding into unserviced areas. The County's General Plan and Zoning Ordinances direct new development to take place in unincorporated communities where urban levels of public service already exist. Infrastructure and zoning have been established in those communities that allow for a variety of housing types: single-family detached, patio houses, townhouses, condominiums, duplexes and apartments.

Responsible Agency: Stanislaus County Planning Department

Time Frame: Ongoing

OBJECTIVE 2: The County will eliminate constraining building and site improvement codes and standards which unnecessarily increase housing costs and limit affordable housing for the low- and moderate-income residents.

IMPLEMENTATION A: The County Planning and Building Inspection departments will review and amend their ordinances to reflect changes in state mandated laws and emerging federal, state and local trends. The Building Inspection department will also regularly amend their building codes to conform to proper state and federal guidelines. A major purpose of these continuous reviews is to modify particular standards which are passed on in the form of increased costs for the prospective homeowner.

Responsible Agency: Stanislaus County Planning Department and Building Inspection, Division of Public Works.

Time Frame: Ongoing

IMPLEMENTATION B: The Board of Supervisors, Planning Commission, and Planning staff, shall waive various development standards and street requirements on a project-by-project review. In appropriate cases, liens will be granted to a developer in place of actually installing street improvements at the time the project is approved. Improvements are thus deferred, making many projects feasible due to a reduction in initial expenses. Criteria used in waiving standards include, but are not limited to: location, property configuration, density, market, design concepts, and information presented for review. Rezoning sites for planned development will also continue to be a primary means for allowing innovative subdivision designs and thus modifying street building and site standards.

Responsible Agency: Stanislaus County Planning Department.

Time Frame: Ongoing

OBJECTIVE 3: County will strive to eliminate unnecessary delays and restrictions in processing and permit procedures for applications and projects submitted.

IMPLEMENTATION A: The following implemented strategies below shall ensure the continuance of expeditious governmental review of residential development applications and proposals:

1. Elimination of certain steps in reviews and hearings a prospective applicant is now required to go through; i.e. by the adoption of concurrent processing of general plan and rezoning requests. This eliminates the redundancy of sequential General Plan amendments and zone change hearings.
2. Processing and hearing of applications with 45 days once a completed application has been submitted to the County for review.
3. The County's General Plan has been constructed in such a manner that projects which are generally consistent and comply with zoning, general plans, and the subdivision ordinance, normally would be granted a negative declaration.

4. The County uses "focused" environmental impact reports on various projects to further processing time. Rather than preparing an all encompassing EIR, only the major issues regarding a proposal are addressed which reduces preparation and review time.

5. Subdivision tentative maps approved by the Planning Commission do not require Board of Supervisors approval. This saves four to six weeks in processing time.

6. The County has adopted a procedure to expedite minor variations in the Zoning ordinance. It is known as a staff approval application (SAA), and is used where some administrative review is required but the procedures for a use permit are not necessary. There is no fee for the application and the processing time is usually less than one week.

Responsible Agency: Stanislaus County Planning Department

Time Frame: Ongoing

IMPLEMENTATION B: The County shall implement the following strategies to improve efficiency and reduce delays in processing and permit procedures:

1. The County shall improve the efficiency of processing by devising a "one-stop shop review." With such a method in operation, applicants need only submit their proposal in one central location to channel through the review process rather than submitting it at each and every site.

Responsible Agency: Stanislaus County Planning Department

Time Frame: To be operational by 1985.

OBJECTIVE 4: The County shall remove, where necessary, excessive fee and exaction costs which constitute a constraint on development and/or improvement of housing.

IMPLEMENTATION A: The Planning department will annually review the level of fees charged such that they are consistent with the cost of providing planning services and needed public improvements and shall not be a significant factor of rising housing costs or developmental constraints.

Responsible Agency: Stanislaus County Planning
Department

Time Frame: Review conducted annually.

5. CONSERVATION AND REHABILITATION OF AFFORDABLE HOUSING

GOAL: IT IS THE GOAL OF STANISLAUS COUNTY TO PROVIDE SAFE AND DECENT HOUSING THROUGH EFFORTS TO PRESERVE AND REHABILITATE RENTAL AND OWNER TYPE HOUSING STOCK FOR ALL ECONOMIC LEVEL HOUSEHOLDS IN THE COMMUNITY.

OBJECTIVE 1: To facilitate the continued funding and assistance of local County organizations and State authorities which administer programs to particularly assist the low- and moderate- income families in housing rehabilitation.

IMPLEMENTATION A: The County will continue to work closely with Self-Help Enterprises; an organization which assists in the purchase, rehabilitation, weatherization of homes for low- and moderate-income families. The County shall continue to assist SHE in its accomplishments for the low- and moderate-incomed through supplying needed information, hearing notification, staff assistance, and will aid the agencies and developers in meeting local zoning and building code requirements.

Responsible Agency: Stanislaus County Planning Department and Self-Help Enterprises.

Time Frame: Ongoing

IMPLEMENTATION B: The County will continue to assist the Farmer's Home Administration secure Section 502 and 504 grants and loans concerning housing rehabilitation. Eligible applicants who inquire about these programs will be informed of the local agency who administers them.

Responsible Agency: Stanislaus County Planning Department and Farmer's Home Administration.

Time Frame: Ongoing

IMPLEMENTATION C: The County will continue to inform interested citizens of the services offered by the Stanislaus County Department of Human Services, Welfare Division. The Welfare Department administers the SSI/SSP program which offers home repair grants for eligible applicants.

Responsible Agency: Stanislaus County Planning Department and Human Services Department.

Time Frame: Ongoing

IMPLEMENTATION D: The County will participate with appropriate state authorities in attaining financial assistance through Section 312, 221(d)(2), and 203(k), HUD programs. The purpose of these programs is to aid low-income families in upgrading their housing units to code standards.

Responsible Agency: Stanislaus County Planning Department and State HCD.

Time Frame: Ongoing

IMPLEMENTATION E: The Stanislaus County Planning Department will continue to support the Stanislaus County Housing Authority which administers HUD, Section 8, Moderate Rehabilitation Program. This program provides for improvements in existing housing units as well as rental assistance payments for low-income families.

Responsible Agency: Stanislaus County Planning Department and Stanislaus County Housing Authority.

Time Frame: Ongoing

IMPLEMENTATION F: The County will continue to apply for community development block grants to fund needed infrastructure improvements in areas where standards for health and safety are lacking. Funds to upgrade sewer and water facilities will preserve the existing stock and may allow for continued growth in neighborhoods served.

Responsible Agency: Stanislaus County Planning Department

Time Frame: Ongoing

OBJECTIVE 2: To enforce minimum health and safety standards for the maintenance of the existing housing stock.

IMPLEMENTATION A: The Building Inspection Department, Division of Public Works, shall enforce Housing Code, Chapter 16.16 which provides for minimum health and safety standards in housing or other buildings designed for human inhabitation. The Building Inspection Department shall also enforce Chapter 16.24 of the Dangerous Building Code which provides a method for the determination of a dangerous building and requires their removal, repair, or demolition. The Environmental Health Department enforces these codes by conducting inspections of dwellings which have been

reported to be in substandard condition. The codes mandate that health and safety deficiencies be corrected in accordance with construction standards for the building's tenure.

Responsible Agency: Stanislaus County Building Inspection Department, Division of Public Works; Department of Environmental Health

Time Frame: Ongoing

IMPLEMENTATION B: The Stanislaus County Environmental Health Department shall enforce state health and safety standards in labor camps that provide shelter for migrant and seasonal farm workers. Such minimum standards include adequate and safe water, plumbing and electrical systems, clean and adequate cooking facilities, etc. These standards are enforced by inspections and issuance of annual occupancy permits.

Responsible Agency: Stanislaus County Department of Environmental Health

Time Frame: Ongoing

OBJECTIVE 3: To create and implement a housing rehabilitation program.

IMPLEMENTATION A: Stanislaus County shall apply for community development block grants for the purpose of rehabilitating existing housing in areas where infrastructure improvements have been made. Areas targeted for rehabilitation are those located on city fringes of Modesto and Salida. The County plans to conduct extensive rehabilitation of approximately 20 homes per year.

Responsible Agency: Stanislaus County Planning Department

Time Frame: Negotiations to continue with various local housing agencies, 1985; implementation of program, 1986.

6. ENERGY CONSERVATION IN HOUSING

GOAL: IT IS THE GOAL OF STANISLAUS COUNTY TO REDUCE RESIDENTIAL HOUSING ENERGY USE IN ORDER TO HELP DECREASE HOUSING COSTS AND CONSERVE THE RESOURCES.

OBJECTIVE 1: To promote effective design and construction of energy efficient homes.

IMPLEMENTATION A: Enforcement of the California Administrative Code, Title 24 (State Building Code).

Responsible Agency: Stanislaus County Building Inspection Department

Time Frame: Ongoing

IMPLEMENTATION B: Enforcement of Stanislaus County subdivision ordinance, Section 20.52.250, requiring future passive or natural heating or cooling. The design of a subdivision shall use this ordinance to the extent feasible.

Responsible Agency: Stanislaus County Planning Department

Time Frame: Ongoing

OBJECTIVE 2: To promote the use of energy conservation apparatus in homes and in agricultural zones, and passive cooling techniques.

IMPLEMENTATION B: Enforcement of Stanislaus County agricultural ordinance, Sections 21.20.020D, 21.24.020E, and 21.24.050A, which allow for windmills in areas zoned for agricultural uses.

Responsible Agency: Stanislaus County Planning Department

Time Frame: Ongoing

IMPLEMENTATION B: Enforcement of street measure specifications which allow for the planting of street trees. This may be regarded as a passive cooling device.

Responsible Agency: Stanislaus County Public Works Department

Time Frame: Ongoing

IMPLEMENTATION C: Research is being conducted to consider the feasibility of amending the zoning ordinance to allow for the development of wind farms in Stanislaus County.

Responsible Agency: Stanislaus County Planning Department

Time Frame: To be completed, 1984.

IMPLEMENTATION D: The County shall amend Chapter 21.08 of the zoning ordinance which may allow solar apparatus, regarded as a "mechanical appurtenance," provided that the "sunspace" of surrounding neighbors will not be interfered.

Responsible Agency: Stanislaus County Planning Department

Time Frame: To be amended, 1984.

OBJECTIVE 3: Stanislaus County shall set an example in the community to promote resource conservation.

IMPLEMENTATION A: The County will conduct regular energy audits of the County Government buildings and make necessary retrofitting improvements. The sum of \$28,000 was allocated for 1983. Stanislaus County will utilize energy conservation methods in the design of new County facilities.

Responsible Agency: Stanislaus County Chief Administrative Office

Time Frame: Ongoing

OBJECTIVE 4: To devise new and amended zoning ordinances to encourage energy conservation in homes.

IMPLEMENTATION A: The County shall add Section 21.40.110 to the residential planned development of the Zoning Ordinance to require future passive or natural heating or cooling opportunities to the extent feasible.

Responsible Agency: Stanislaus County Planning Department

Time Frame: To be passed by the Board of Supervisors, 1984.

OBJECTIVE 5: Stanislaus County shall assume a new role as educator and promoter of energy conservation in housing.

IMPLEMENTATION A: The Planning department and Building Inspection, Division of Public Works, shall make available information in the form of pamphlets, handouts, and booklets, provided by the Modesto Junior College Sunrise Energy Center and the California Energy Commission, for interested citizens and builders. They shall also refer citizens to the appropriate utility companies, MID and P.G. & E., for additional information.

Responsible Agency: Stanislaus County Planning and Building Inspection, Division of Public Works, departments.

Time Frame: To be implemented immediately.

IMPLEMENTATION B: The Planning department shall take part in negotiations with the Modesto Irrigation District concerning their building programs. The County will play a major role in developing new and amended building and zoning ordinances requiring high energy efficiency standards for homes.

Responsible Agency: Stanislaus County Planning and Building Inspection, Division of Public Works, departments.

Time Frame: Negotiations, 1985, 1986.

7. PROMOTION OF EQUAL OPPORTUNITY IN HOUSING.

GOAL: TO ASSURE THAT ALL HOUSING OPPORTUNITIES IN THE COUNTY MAXIMIZE CHOICE, AVOID ECONOMIC SEGREGATION, AND PREVENT DISCRIMINATION BASED ON RACE, COLOR, RELIGION, SEX, AGE, OR NATIONAL ORIGIN.

OBJECTIVE 1: To uphold legal statutes in promoting equal opportunity in housing.

IMPLEMENTATION A: Stanislaus County shall create and implement a Fair Housing ordinance. The purpose of such an ordinance is to prohibit discrimination in the sale, lease, and rental of housing accommodation based on race, color, religion, sex, age, or national origin. Staff members from various County departments will assist the Planning department in the administration of this ordinance.

Responsible Agency: Stanislaus County Planning Department

Time Frame: 1985 completion date

IMPLEMENTATION B: Enforcement of Title VIII of the 1968 Civil Rights Act, otherwise known as the Federal Housing Law, the State Fair Housing Act (Government Code, Section 12955) which prohibits discrimination in housing on the basis of race, color, religion, marital status, and ancestry, and the Unruh Act (Civil Code, Section 50) which prohibits arbitrary discrimination based on age in public accommodations.

Responsible Agency: Stanislaus County

Time Frame: Ongoing

OBJECTIVE 2: To make individuals and local agencies aware of equal housing laws and the process of recourse.

IMPLEMENTATION A: To have information available for County employees, local realtors organizations, local media, or any other interested party, regarding the state, federal, and local laws and ordinances pertaining to equal opportunity in housing.

Responsible Agency: Stanislaus County Planning department

Time Frame: Ongoing

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City of Waterford

Farmers Home Administration

Modesto Bee

Modesto Board of Realtors, Inc.

Modesto Irrigation District

Modesto Junior College Sunshine Energy Center

Pacific Gas and Electric Company

Self-Help Enterprises

Senior Aides Program, Stanislaus County

Stanislaus Area Association of Governments

Stanislaus County Area Agency on Aging

Stanislaus County Counsel

Stanislaus County Department of Environmental Health

Stanislaus County Department of Human Services

Stanislaus County Department of Public Works

Stanislaus County Housing Authority

State of California Department of Finance, State Census Data Center

State of California Energy Commission

State of California Employment Development Department

State of California Housing and Community Development

Turlock Irrigation District

U.S. Department of Housing and Urban Development,

San Francisco Regional Office

Volunteer Bureau of Stanislaus

NOISE

PURPOSE OF THE NOISE ELEMENT

Increased urbanization in Stanislaus County has caused more frequent concern as it relates to noise conflicts. Disruption of an individual's activity in many instances is the result of urban uses adjacent to noise generators. The rural-urban fringes within the County have produced the majority of noise intrusions, but as new transportation routes are constructed and more machinery is used in modernized production techniques, noise has rapidly become an increased irritant to the individuals who work and live in all areas of the County.

Individuals may adapt to noise discomforts, but the cost of this adaptation can be measured in terms of hearing loss, tense working conditions, and interrupted relaxing situations, and other similar conditions. Planning for the protection of the individual from noise discomfort is a vital concern of the General Plan.

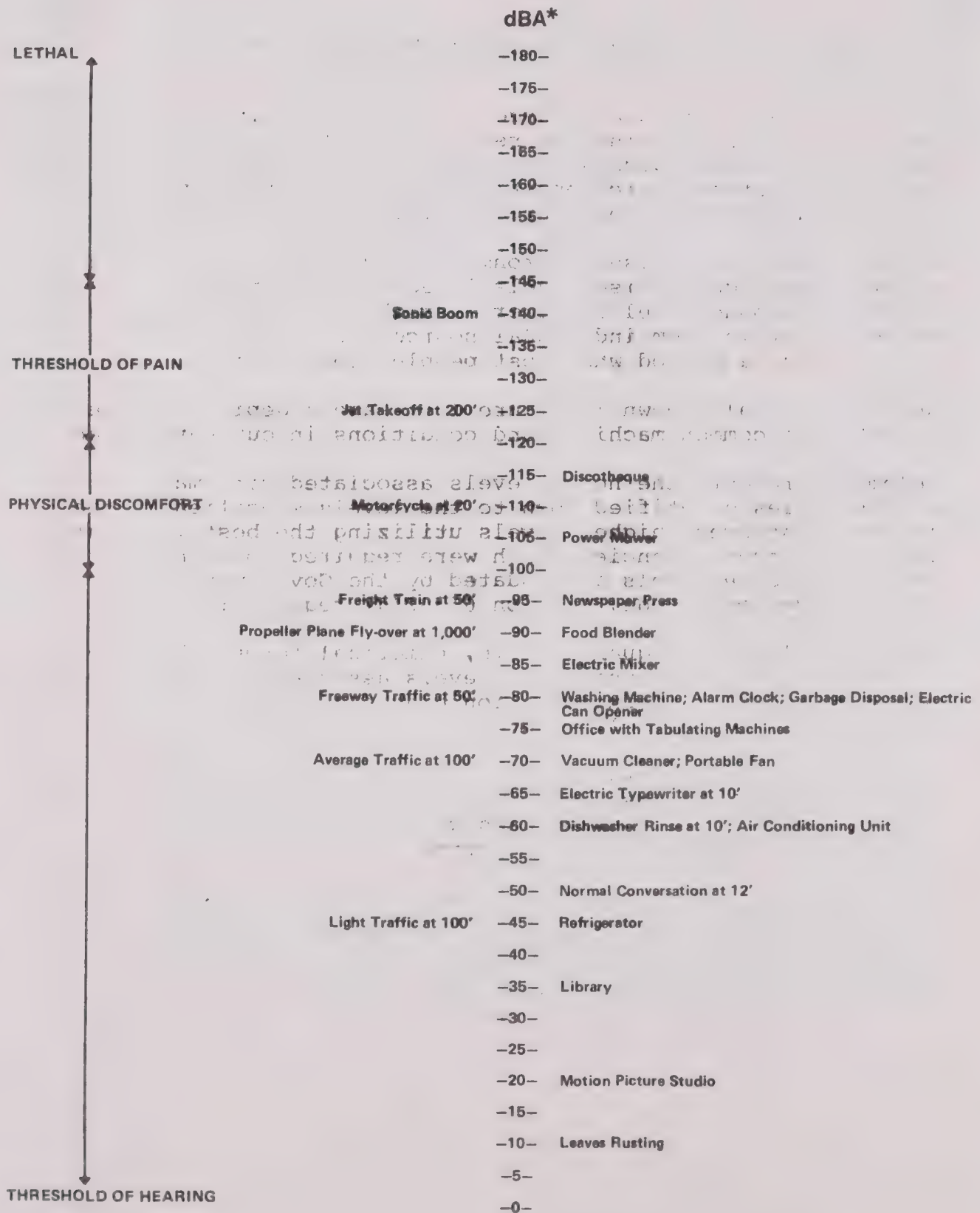
Section 65302(9) of the California Government Code requires that the general plan of each city and county contain "a noise element in quantitative, numerical terms, showing contours of present and projected noise levels associated with all existing and proposed major transportation elements." These include, but are not limited to, the following: 1) Highways and freeways, 2) Ground rapid transit systems, and 3) Ground facilities associated with all airports operating under a permit from the State Department of Aeronautics.

Sound is measured in decibel (db) units. As the decibel level is increased, it becomes more discomforting to the individual. At what point sound becomes noise is determined by each individual's physical character. A general acoustical scale indicates decibel thresholds of varying noise discomforts.

Noise generators that exceed levels necessary for public health and daily activity for the individual can be identified by noise measuring systems. Once these noise generators are identified, mitigating action can be taken to soften existing noise levels and avoid future noise conflicts.

Figure 1

ACOUSTICAL SCALE



* The unit of sound is the decibel (dB). The loudness of sound is typically measured using a sound meter, the A-Scale of which corresponds closely to the way the human ear perceives sound.² Thus the sound level for noise evaluations is frequently expressed in dBA.

SCOPE OF THE NOISE ELEMENT

Noise produced in the County can be divided into three general areas: (A) Transportation Facilities, (B) Commercial and Industrial Uses, and (C) Agricultural Noise. These three areas will be considered in more detail for both the characteristics of the area and the sources of noise related to it.

A. TRANSPORTATION FACILITIES

1. Highways and Freeways

The County is bisected by one interstate freeway, one State freeway, and several State highways. Noise sources include automobiles, trucks, buses, motorcycles, utility and other types of vehicles allowed by law to travel on these transportation routes. Noise contour maps for highways and freeways in Stanislaus County have been prepared by the California State Department of Transportation (CALTRANS).

The attached maps and tables show the segment of road the contours were developed for and the distance from the center of the near lane of the road to the L-10 level contours.

Several things should be considered when using these L-10 noise level contours:

- (a) Future traffic noise is generally overestimated because:
 - (1) Trucks, normally the controlling traffic noise source, were not considered reduced in noise output in future years.
 - (2) Future traffic data was generally demand traffic forecasts, as compared to actual traffic inventory, and as such can be an overestimate of the capacity of the highway.
- (b) Intervening, noise attenuation features were not taken into consideration. As a rule of thumb, one can assume that 5 dba reduction is provided by one row of houses and a maximum of 10 dba reduction for two or more rows of houses. These values assume rather dense packing of the houses.
- (c) No instrument measurements of traffic noise were made. The National Cooperative Highway Research Program

Report #177 traffic noise model was used for both present and future noise level contour calculations.

The L-10 noise level contours were calculated for a given traffic volume in flat terrain. The amount of attenuation that can be expected for depressed or elevated roadway sections is shown on the attachments.

The attenuation graphs were calculated for a typical four-lane divided road and approximate the attenuation for elevated and depressed sections.

The tables and maps cover traffic noise for highways maintained by Caltrans District 10.

Explanations of the L-10 noise level used by Caltrans and the A-Weighted system of noise frequency are:

L-10 Noise Level

Statistical A-Weighted Noise Levels exceeded 10 per cent of the time (L-10).

A-Level Weighting

It has been found that frequency plays a major role in the apparent loudness of sound. Lower frequency (pitch) sounds of equal intensity do not seem as loud as higher frequency sound to the human ear. In response to this, a "weighting system" has been devised to equalize the apparent sound levels. The weighting system is an electronic circuit built into a precision sound level meter that gives more weight and greater value to the higher frequency components of a sound than it does to the lower frequency components; this yields a db value closely approximating what the human ear hears. This weighting system is known as A-Weighting. Sound intensity using this system is annotated dba and plays a major role in noise analysis.

2. Railroads

Five rail lines are located in the County offering service to all incorporated cities and most unincorporated areas. The Southern Pacific Railroad and Santa Fe Railroad are the two major rail companies that have several lines and offer a full range of rail service. The Tidewater Southern and Sierra Railroads offer more limited service to specific areas and the Modesto-Empire Traction Company is a shortline railroad that serves industry in the Modesto area exclusively. Railroad switching yards are almost entirely within city boundaries so that noise

emissions from the five rail lines in the County relate to normal train movement along existing lines.

3. Airports

Modesto City-County Airport (Harry Sham Field) is the major air facility in the County. It is located in the City of Modesto and adjacent to the County on three sides. Air facilities in the County are listed below with indications identifying available services.

Name	Owner-ship	Type	Elev. (ft.)	Longest Runway (ft.)	FBO	T-Hangars	Conventional Hangars	Based Aircraft
Crow's Landing	USN	Military	163	8,000	-	-	-	-
Modesto City-County	PUB	Air-Carrier	96	5,900	6	60	6	120
Modesto Memorial Hospital-North	PVT	Heliport	98	-	-	-	-	-
Modesto Presnell Poultry Farms	PVT	Private	110	1,350	-	-	-	2
Newman	PVT	Agricul.	95E	2,600	-	-	-	8
Oakdale	PUB	General Aviation	226	2,400	1	21	2	32
Patterson	PVT	General Aviation	168	2,505	1	7	2	12
Riverbank	PVT	Agricul.	159	2,485	-	-	-	8
Turlock Airpark	PVT	General Aviation	100	1,600	-	6	2	12
Westley	PVT	Agricul.	96	1,562	-	-	-	5
Turlock* Municipal	PUB	General Aviation	159	3,000	1	4	-	20

*Located in Merced County

Noise associated with most airports and private airstrips in the County is infrequent due to the type of light aircraft traffic, irregular frequency of use, and agricultural locations. Exceptions to this would be the Crows Landing Naval Air Station and the Modesto City-County Airport.

- (a) Modesto City-County Airport (Harry Shamfield) - The master plan for the Modesto City-County airport was completed in 1977 and contains the CNEL Noise Contour Map for aircraft related noise. The map is reproduced in this element.

Community Noise Equivalent level (CNEL) measurements represent the relative "noisiness" of the environment, as perceived by people. More weight is given, for instance, to noises occurring at night than those occurring in the daytime. Technically speaking, CNEL contours represent the sound level in dB(A) with an average accuracy of $\pm 3\text{dB(A)}$. This means they should not be considered as distinct boundaries between specific noise impacts. Noise contours are most useful in marking zones of influence and in indicating areas where the impact of noise upon various land uses may be significant. In addition, it is important to note that the CNEL contours depicted here represent the noise environment attributable to aircraft operations only. The noise contribution of railroad, highway, and industrial noise sources is not included.

Any use applied for within this noise impacted area shall be reviewed for noise compatibility and/or mitigating measures that can be applied to reduce the noise level. More detailed information may be found in the Master Plan, Modesto City-County Airport (Harry Sham Field) California.

- (b) Crows Landing Naval Air Station - The Western Division Naval Facilities Engineering Command at San Bruno, California, has prepared on AIR INSTALLATIONS COMPATIBLE USE ZONES (AICUZ STUDY, NALF CROWS LANDING, STANISLAUS COUNTY, CALIFORNIA, in which noise contours for the air facility have been identified. The map indicating these contours is reproduced in this element.

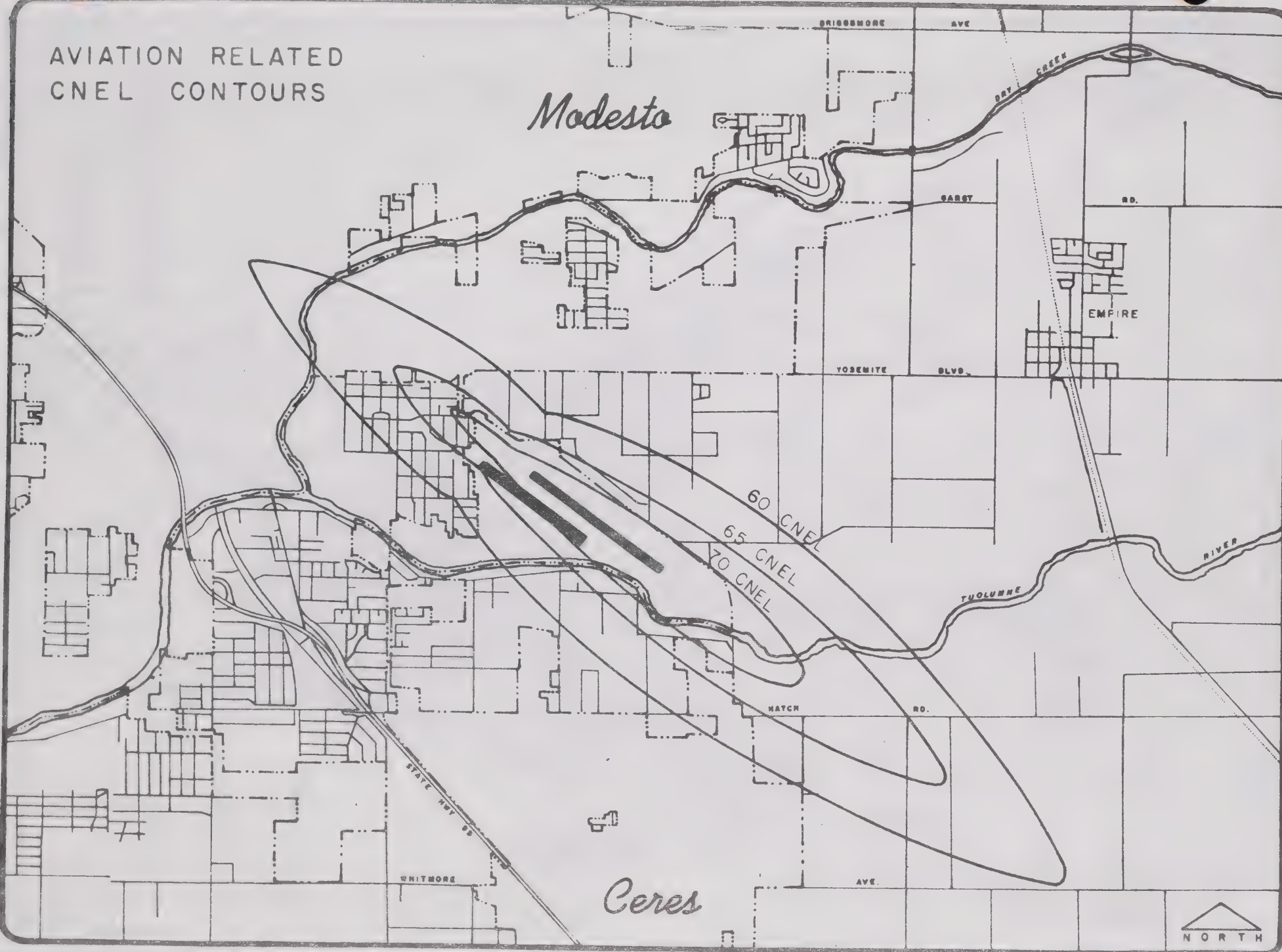
The Composite Noise Rating (CNR) is the noise measure used in the AICUZ Study. Military air operations, unlike civilian operations, are not normally conducted on a fixed daily schedule. Operations at NALF Crows Landing and other military air facilities fluctuate daily, weekly and monthly in response to fleet requirements and weather conditions. Because CNEL averages sound levels over a year's time, it tends to underestimate noise created during peak air operations periods. Thus the CNEL noise "footprint" often does not include many areas (and people) markedly affected by operations when the airfield is busy. Because the CNR uses a typical busy day as the operational base, noise impact due to peak operations periods is better reflected. CNEL remains a valid and accurate noise measure for civilian airports and other facilities which conduct regular, scheduled operations with minimal daily fluctuations.

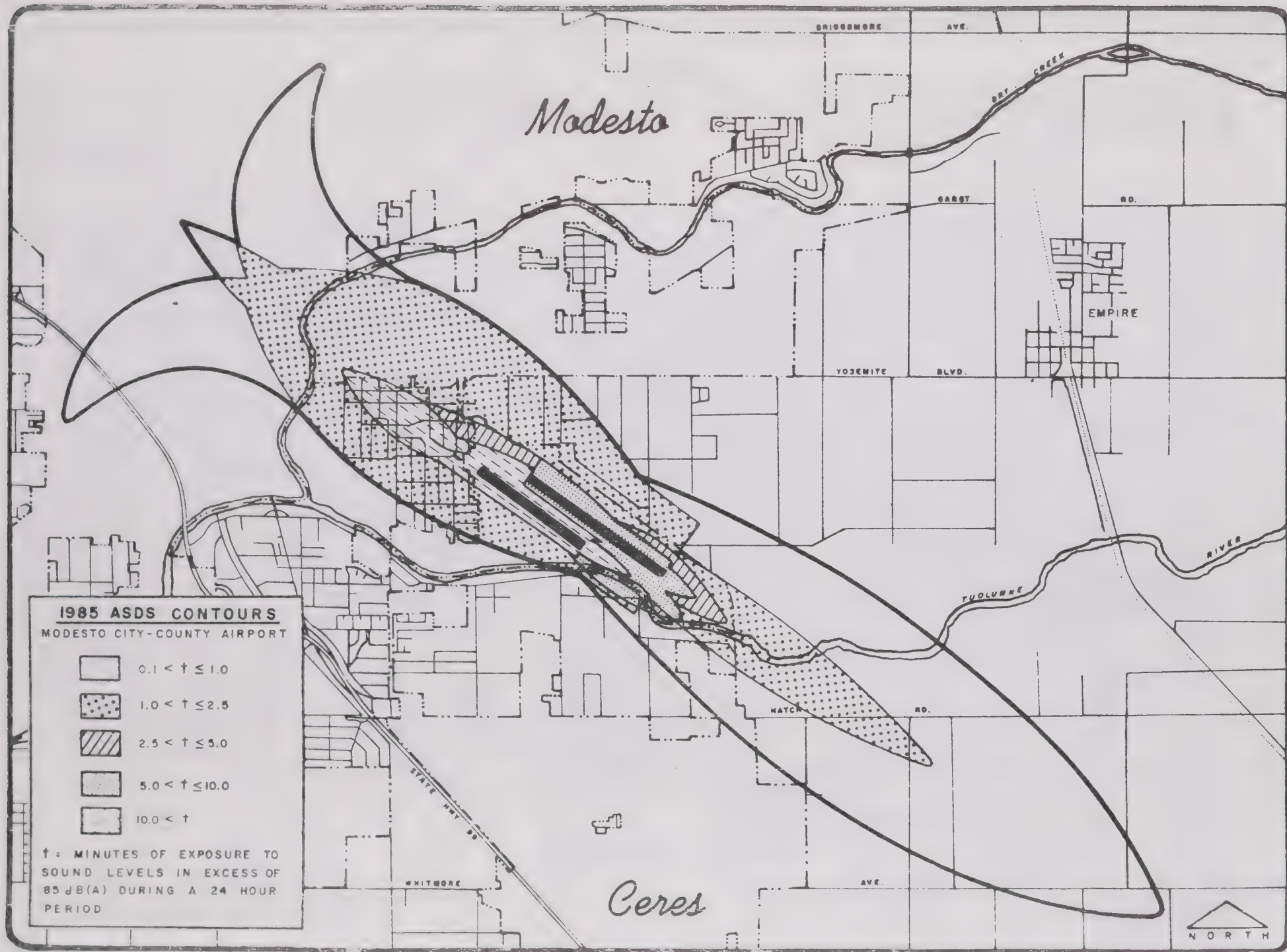
Any use applied for within the noise contours of this military facility shall be reviewed for noise compatibility and/or mitigating measures that can be applied to reduce the effects of noise from aircraft. More information may be found in the above mentioned study pertaining to this naval facility.

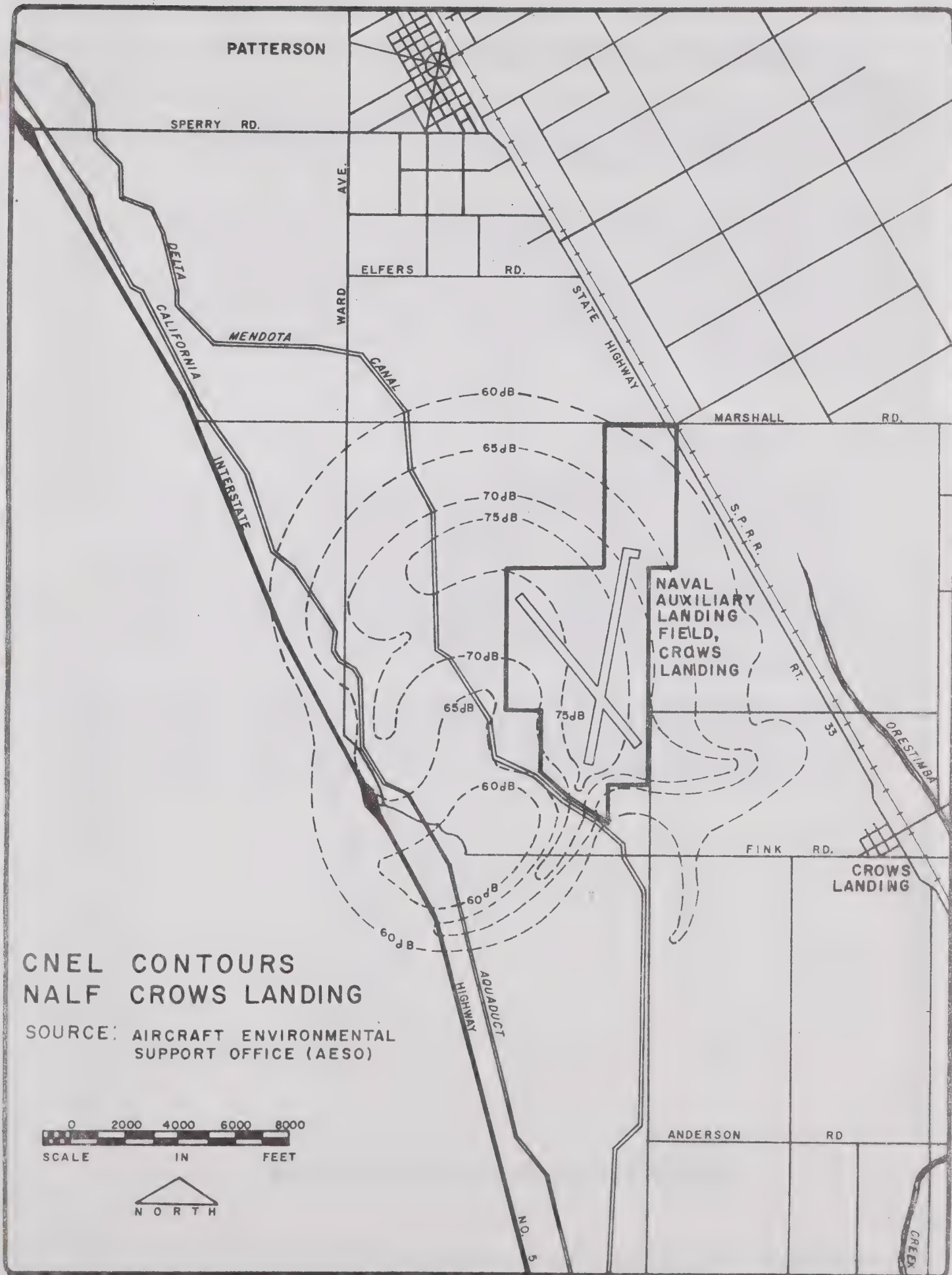
AVIATION RELATED
CNEL CONTOURS

Modesto

Ceres







B. COMMERCIAL AND INDUSTRIAL USES

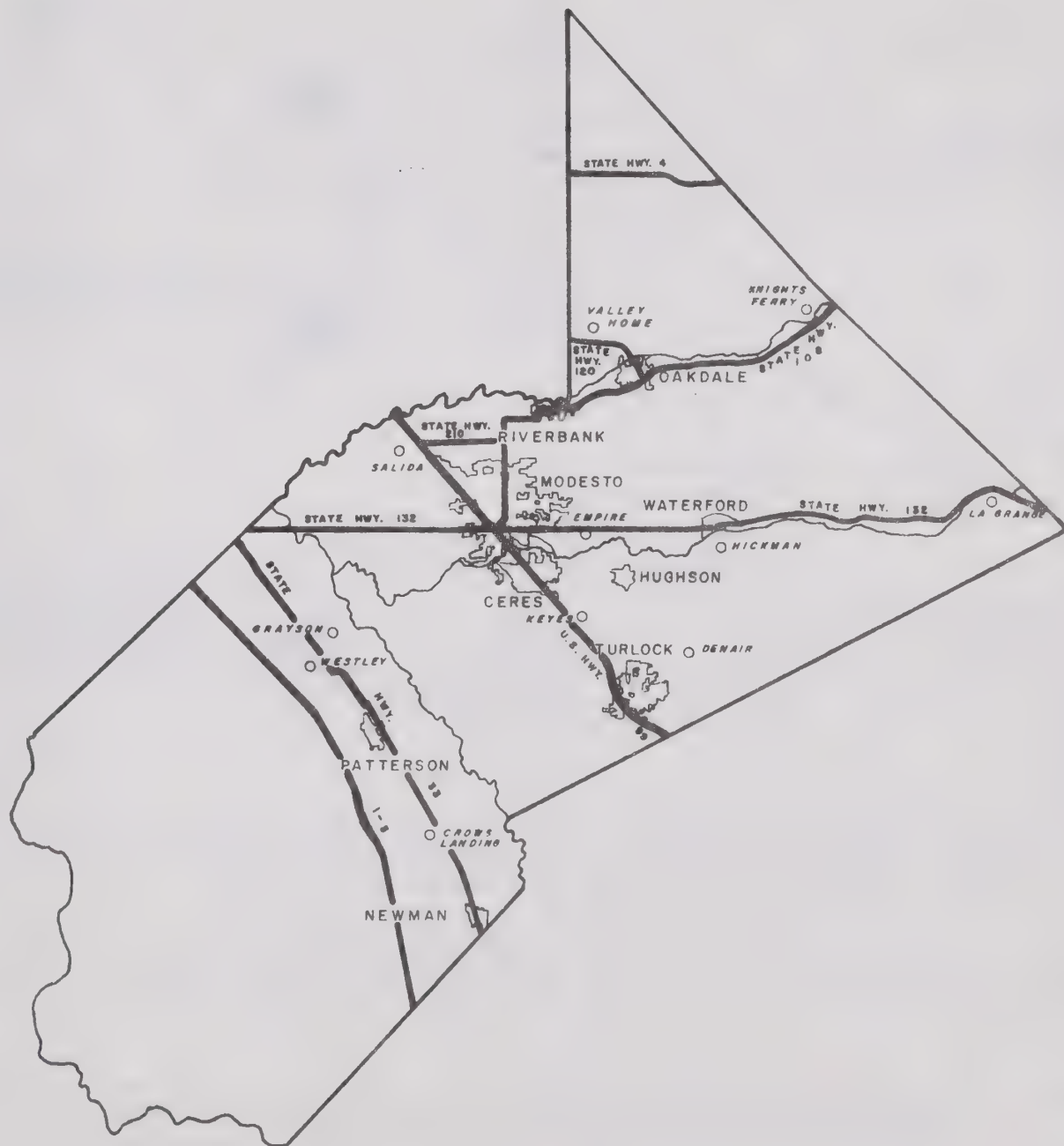
It is recognized that most noise emissions are the result of some type of transportation use, but noise generators can arise on the fringe of urban centers and agricultural areas where zoning allows for commercial and industrial uses.

Incorporated cities in Stanislaus County have areas of commercial and industrial zoning on the edge of their city limits, adjacent to rural county uses. There are also areas on the fringe of incorporated cities and urban areas that are zoned commercial and industrial and lie adjacent to both urban residential and county rural residential uses. These areas either have existing uses that generate noise or offer the potential for future noise generating uses.

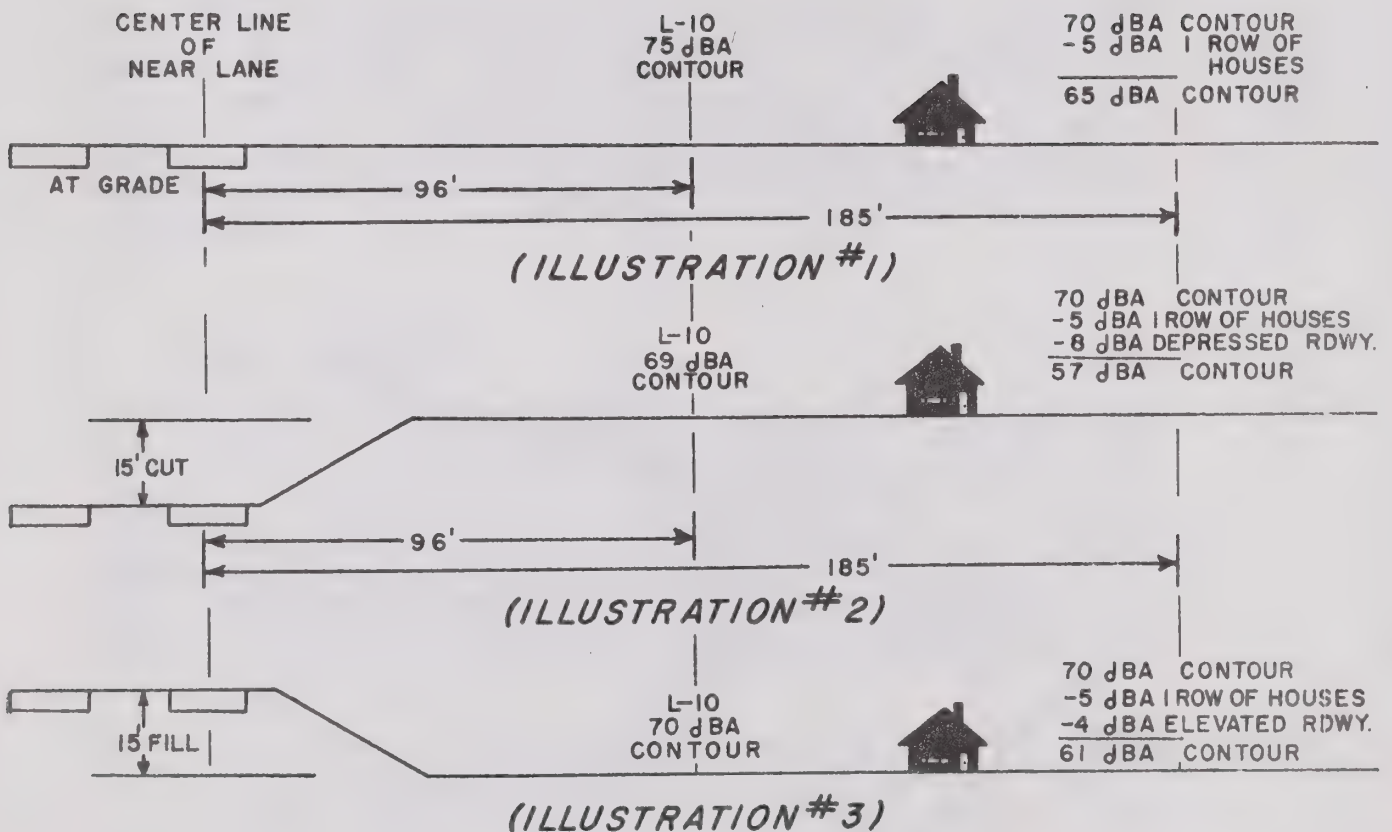
C. AGRICULTURAL NOISE

The production of agricultural crops and livestock in many cases requires machinery that produces excessive noise. Industrial uses related to the production of agriculture that are allowed in the agricultural zones may also produce excessive noise. In some cases this noise might be contained by placing the use inside a structure, but many agricultural uses require an open area for maximum operation. The predominant agricultural character of Stanislaus County will continue to generate noise from machinery necessary for production of food and fiber.

Major transportation facilities, commercial and industrial uses, and agricultural noise are the three areas in Stanislaus County that need to be considered for noise compatibility when any change is contemplated from the zoning ordinance or the other elements of this plan.



FREEWAYS AND HIGHWAYS

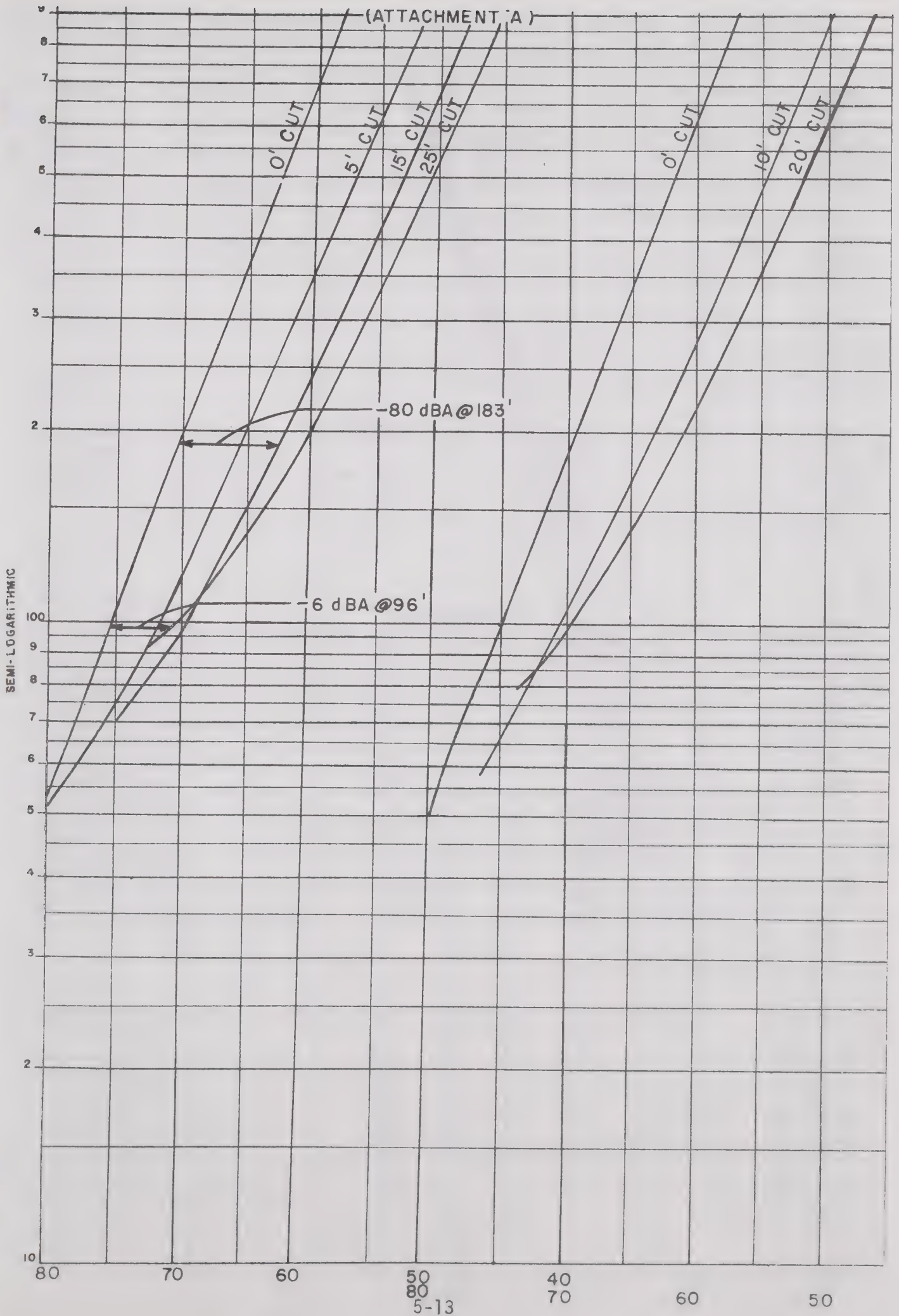


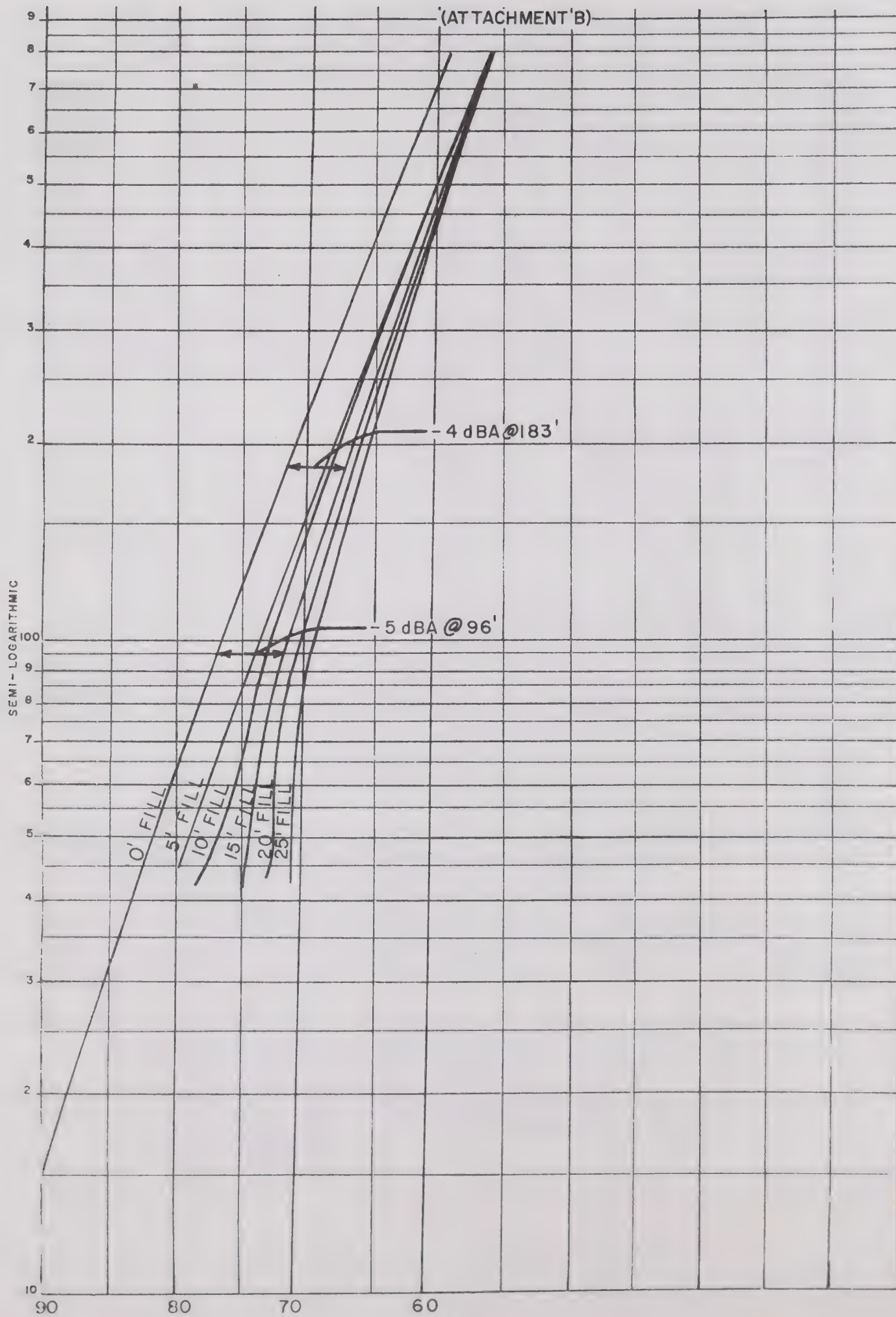
Attenuation is determined from Charts A and B by using the at-grade contour and distance from the centerline of the near lane, and subtract the contour on the cut or fill section at the equivalent distance from the at-grade contour.

The contour distances furnished are for at-grade roads (Illustration #1). For a depressed section (Illustration #2), or an elevated section (Illustration #3). The appropriate attenuation for the cut and fill slopes can be obtained from the Attachments A and B.

Example #1 at 96' from the center of the near lane, there is a L-10 contour of 75 dBA, if the road were in a 15' cut the attenuation from Attachment A would be -6 dBA and for a 15' fill from Attachment B would be -5 dBA.

Example #2 The L-10 contour 183' from the center of the near lane is 70 dBA the attenuation for the 15' cut is -8 dBA Attachment A, and for the 15' fill a -4 dBA Attachment B.





STANISLAUS COUNTY
L10 CONTOUR DISTANCE TO CENTER OF NEAR LANE
(IN FEET)

		L10 Contour dBA						
		90	85	80	75	70	65	60
<u>ROUTE 4</u>								
Illustration II - 2								
Segment ①								
San Joaquin, Stanislaus Co. Line	1973						49	97
Stanislaus, Calaveras Co. Line	1995			25	46	83	152	288
<u>ROUTE I-5</u>								
Illustration II - 3								
Segment ②								
Stanislaus, San Joaquin Co. Line	1973			33	60	117	228	430
Ingram Creek Road	1995			47	93	179	333	624
Segment ③								
Ingram Creek Road	1973			33	60	117	227	428
Del Puerto Canyon Road	1995			47	93	179	333	624
Segment ④								
Del Puerto Canyon Road	1973			26	48	91	171	312
Fink-Ward Road	1995			37	72	137	251	443
Segment ⑤								
Fink-Ward Road	1973			32	58	112	219	414
Stuhr Road	1995			45	88	171	320	599
Segment ⑥								
Stuhr Road	1973			32	58	111	216	409
Stanislaus, Merced Co. Line	1995			45	88	171	320	599
<u>ROUTE 33</u>								
Illustration II - 3								
Segment ⑦								
Merced, Stanislaus Co. Line	1973				36	65	119	219
Crows Landing Road	1995				40	77	146	276
Segment ⑧								
Crows Landing Road	1973				31	58	100	180
Patterson, Sperry Road	1995				35	64	113	206
Segment ⑨								
Patterson, Sperry Road	1973					44	84	164
Patterson, North Olive Road	1995				27	53	106	208

L10 Contour dBA

ROUTE 33 (Continued)

		90	85	80	75	70	65	60
Segment ⑩								
Patterson, North Olive Road	1973				29	55	95	168
Westley	1995				35	64	113	206
Segment ⑪								
Westley	1973					28	60	113
Stanislaus, San Joaquin Co. Line	1995					45	82	146

ROUTE 99

Illustration II - 4

Segment ⑫								
Merced, Stanislaus Co. Line	1973			46	96	183	334	611
Lander Avenue	1995		34	71	135	246	457	862
Segment ⑬								
Lander Avenue	1973			48	100	189	344	631
West Main Street	1995		35	72	137	250	465	878
Segment ⑭								
West Main Street	1973			51	105	198	363	673
Fulkerth Avenue	1995		34	72	137	252	472	894
Segment ⑮								
Fulkerth Avenue	1973			47	98	189	346	638
Monte Vista Avenue	1995		33	69	133	245	457	865
Segment ⑯								
Monte Vista Avenue	1973			45	95	184	337	621
Taylor Road	1995		32	68	131	241	449	850
Segment ⑰								
Taylor Road	1973		29	58	114	212	386	717
Keyes Road	1995		43	83	151	276	513	975

Illustration II - 5

Segment ⑱								
Keyes Road	1973		31	62	120	221	404	754
Mitchell Road	1995		45	86	156	285	533	1017

Illustration II - 6

Segment ⑲								
Mitchell Road	1973		25	56	113	211	384	712
Whitmore Avenue	1995		39	80	148	270	502	951
Segment ⑳								
Whitmore Avenue	1973		28	61	122	224	409	764
Hatch Road	1995		42	84	155	284	529	1005

Illustration II - 5

Segment ㉑								
Hatch Road	1973			52	108	205	378	701
Junction, Route 108	1995		35	74	141	262	492	941

Illustration II - 7

Segment ㉒								
Junction, Route 108	1973		26	57	116	217	403	761
H Street	1995		45	81	153	285	540	1041

L10 Contour dBA

ROUTE 99 (Continued)

		90	85	80	75	70	65	60
<u>Segment 23</u>								
H Street	1973			42	89	177	328	608
Junction, Route 132	1995		32	68	132	245	459	375
<u>Segment 24</u>								
Junction, Route 132	1973		29	57	112	209	383	718
Kansas Avenue	1995		40	78	144	264	493	942
<u>Segment 25</u>								
Kansas Avenue	1973		28	56	109	205	376	703
Prescott Road	1995		39	77	142	261	487	928
<u>Illustration II - 5</u>								
<u>Segment 26</u>								
Prescott Road	1973			49	102	195	365	691
Junction, Route 219	1995		34	71	137	256	489	944
<u>Segment 27</u>								
Junction, Route 219	1973			50	104	199	372	706
Stanislaus, San Joaquin Co. Line	1995		36	73	140	263	502	971
<u>ROUTE 108</u>								
<u>Illustration II - 7</u>								
<u>Segment 28</u>								
Junction, Route 139 (9th & J Sts.)	1973					37	75	155
Needham Avenue	1995				29	63	133	257
<u>Segment 29</u>								
Needham Avenue	1973				54	112	216	386
Fairmont Avenue	1995			27	59	120	227	405
<u>Segment 30</u>								
Fairmont Avenue	1973				54	112	216	386
Briggsmore Avenue	1995			27	59	120	227	405
<u>Segment 31</u>								
Briggsmore Avenue	1973			26	55	114	226	429
Woodrow-Robinhood	1995			29	64	127	236	415
<u>Segment 32</u>								
Woodrow-Robinhood	1973				39	77	156	311
Junction, Route 219	1995			25	56	115	217	384
<u>Illustration II - 5</u>								
<u>Segment 33</u>								
Junction, Route 219	1973				37	75	149	287
Ladd, Escalon-Bellota Road	1995			34	73	137	242	419
<u>Segment 34</u>								
Ladd, Escalon-Bellota Road	1973				35	65	121	229
Patterson Road	1995			25	55	112	210	365
<u>Segment 35</u>								
Patterson Road	1973					50	101	203
Claus Road	1995			29	64	125	224	382

90	85	80	75	70	65	60
			35 53	65 108	121 206	229 357
			33	44 73	88 150	177 283
		44	52 88	104 156	199 273	347 477
		26 45	56 89	111 159	209 278	361 489
		49	50 94	102 162	194 280	333 487
		27 52	61 100	120 169	219 292	372 512
		40	48 82	101 148	191 255	328 441
		37	42 77	85 143	166 251	308 434
		40	45 81	89 148	172 257	323 445
		39	43 80	89 146	174 255	314 442
	39	36 72	73 124	137 213	242 376	415 677
	44	36 77	73 132	136 230	241 407	414 742

Illustration II - 2

Segment 36

Claus Road 1973

Live Oak Avenue	1995
-----------------	------

Segment ③⑦

Live Oak Avenue 1973

Junction, Route 120	1995
---------------------	------

Illustration II - 2

Segment 38

San Joaquin, Stanislaus Co. Line 1973

Valley Home Road	1995
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Segment 39

Valley Home Road 1973

Harvey Home Road	1978
River Road	1995

Segment 40

River Road 1973

Junction, Route 108	1995
---------------------	------

Segment 41

Junction, Route 108 1973

Sixth Street 1995

Segment 42

Sixth Street 1973

Stearns Road	1995
--------------	------

Segment 43

Stearns Road 1973

Atlas Road	1995
------------	------

Segment 44

Atlas Road 1973

Sonora Road	1995
-------------	------

Segment 45

Sonora Road 1973

Stanislaus, Tuolumne Co. Line	1995
-------------------------------	------

Illustration U - 5

Segment 46

San Joaquin, Stanislaus Co. Line 1973

Hart Road	1995
-----------	------

Segment 47

Hart Road	1973
-----------	------

Carpenter Road	1995
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L10 Contour dBA

ROUTE 132 (Continued)

Illustration II - 7

Segment (48)

Carpenter Road 1973

Junction, Route 99 1995

Segment (49)

Junction, Route 99 1973

Modesto, 9th & G Streets 1995

Illustration II - 8

Segment (50)

Modesto, 9th & G Streets 1973

9th & D Streets 1995

Segment (51)

9th & D Streets 1973

La Loma Avenue 1995

Segment (52)

La Loma Avenue 1973

Mitchell-El Vista 1995

Segment (53)

Mitchell-El Vista 1973

Claus Road 1995

Segment (54)

Claus Road 1973

Empire, Santa Fe Drive 1995

Illustration II - 2

Segment (55)

Empire, Santa Fe Drive 1973

Geer-Albers Road 1995

Segment (56)

Geer-Albers Road 1973

Waterford, Hickman Road 1995

Segment (57)

Waterford, Hickman Road 1973

Roberts Ferry Road 1995

Segment (58)

Roberts Ferry Road 1973

La Grange, Junction Route 159 1995

Illustration II - 4

Segment (59)

La Grange, Junction Route 159 1973

Stanislaus, Tuolumne Co. Line 1995

ROUTE 219

Illustration II - 7

Segment (60)

Junction, Route 99 1973

Carver Road 1995

Segment (61)

Carver Road 1973

Junction, Route 108 1995

90	85	80	75	70	65	60
		41	83	149	258	446
	44	77	132	230	407	742
	30	60	108	181	313	548
	42	75	129	224	395	715
	26	55	103	172	298	523
	33	64	114	192	338	602
	34	65	114	193	337	597
	47	81	139	244	432	798
		38	78	145	255	445
		47	92	161	278	485
		26	57	114	214	370
	29	59	109	183	321	572
			52	105	199	341
		39	81	147	255	440
			43	83	159	303
			47	97	188	334
			40	78	150	286
			47	97	188	336
			27	47	87	159
			32	62	122	240
				41	74	132
			25	46	85	157
				36	67	116
			28	49	86	152
			36	63	112	200
			29	56	105	203
			34	60	108	194
			28	57	113	224

ILLUSTRATION II-2

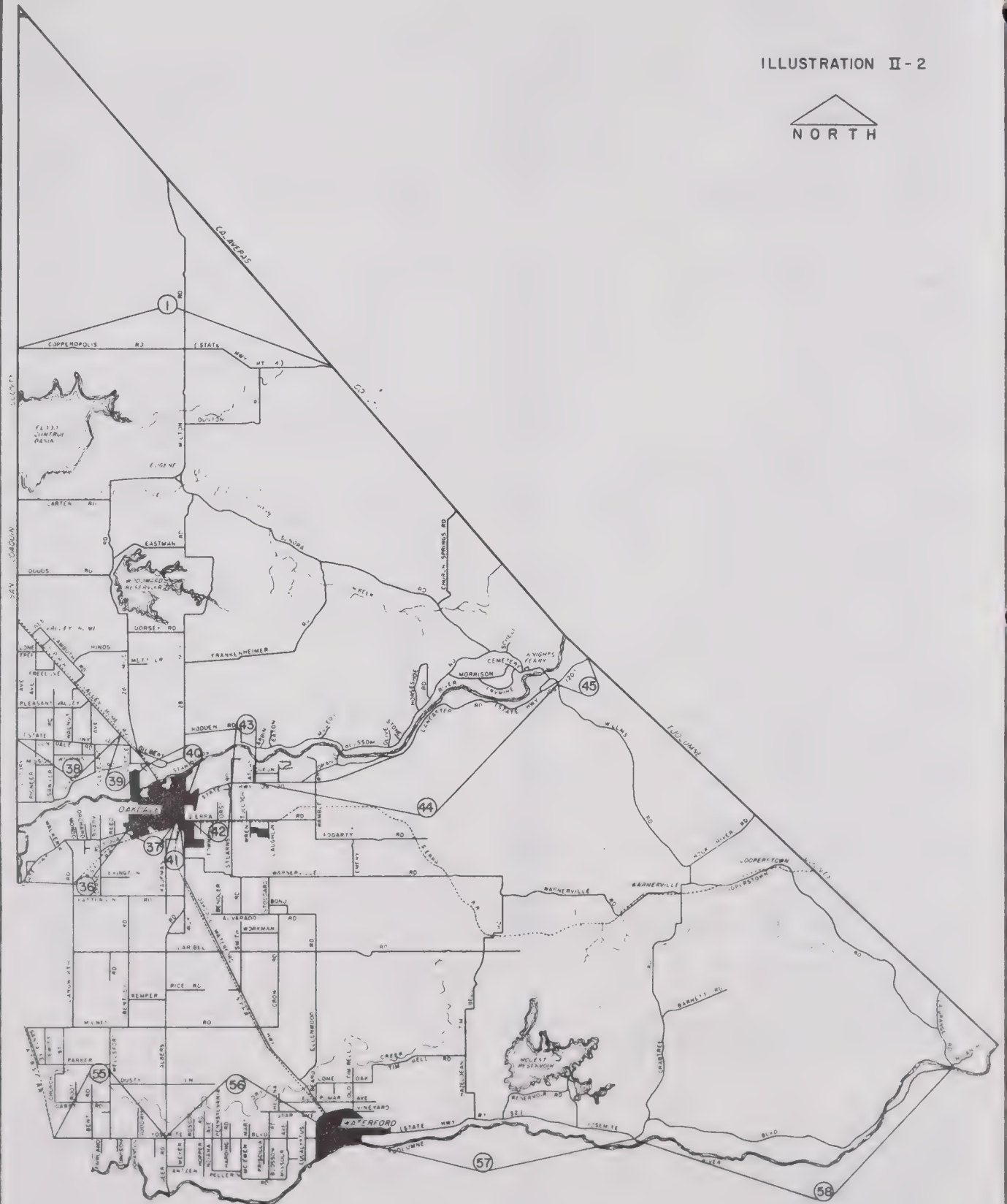


ILLUSTRATION II-3

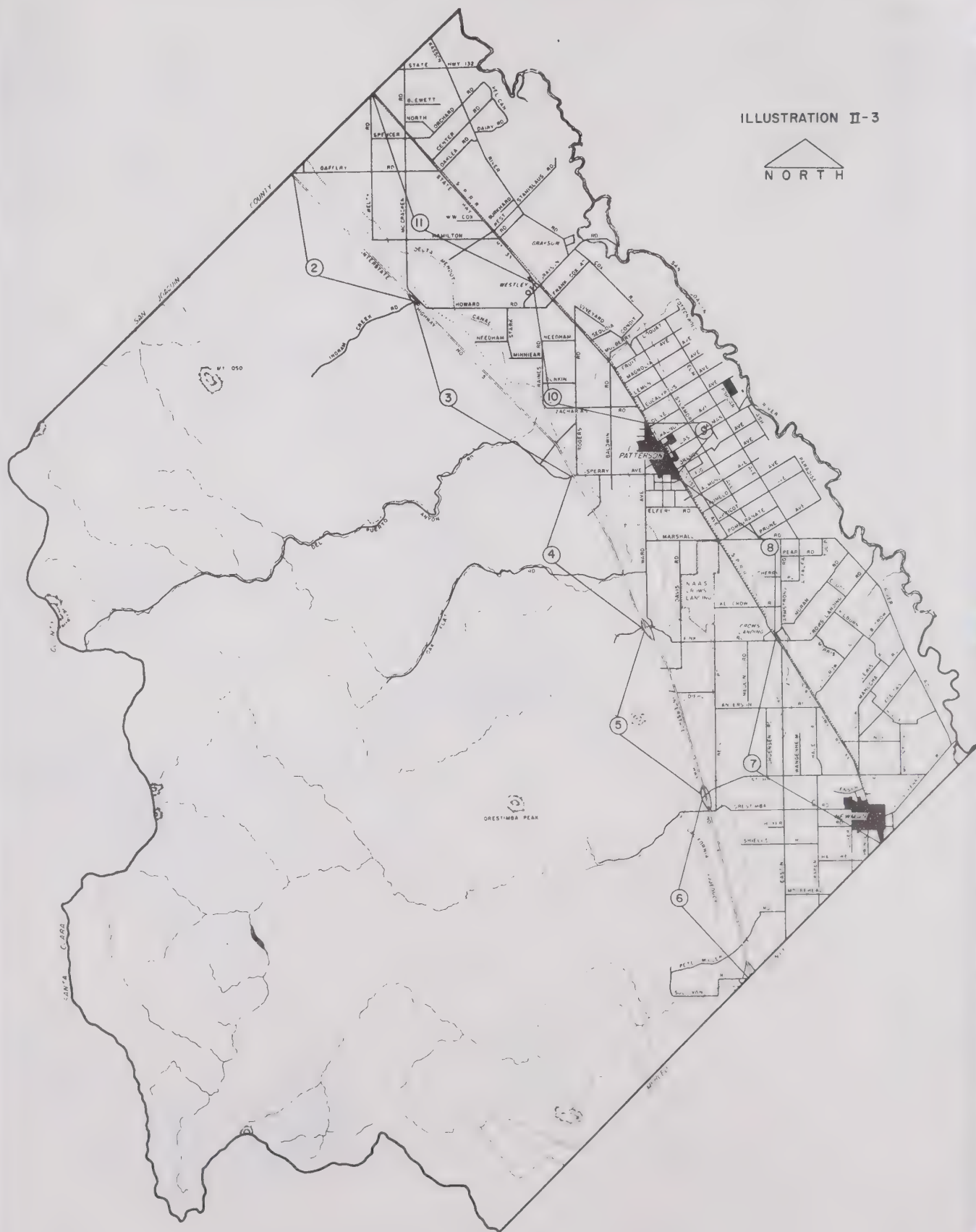


ILLUSTRATION II - 4



ILLUSTRATION II-5

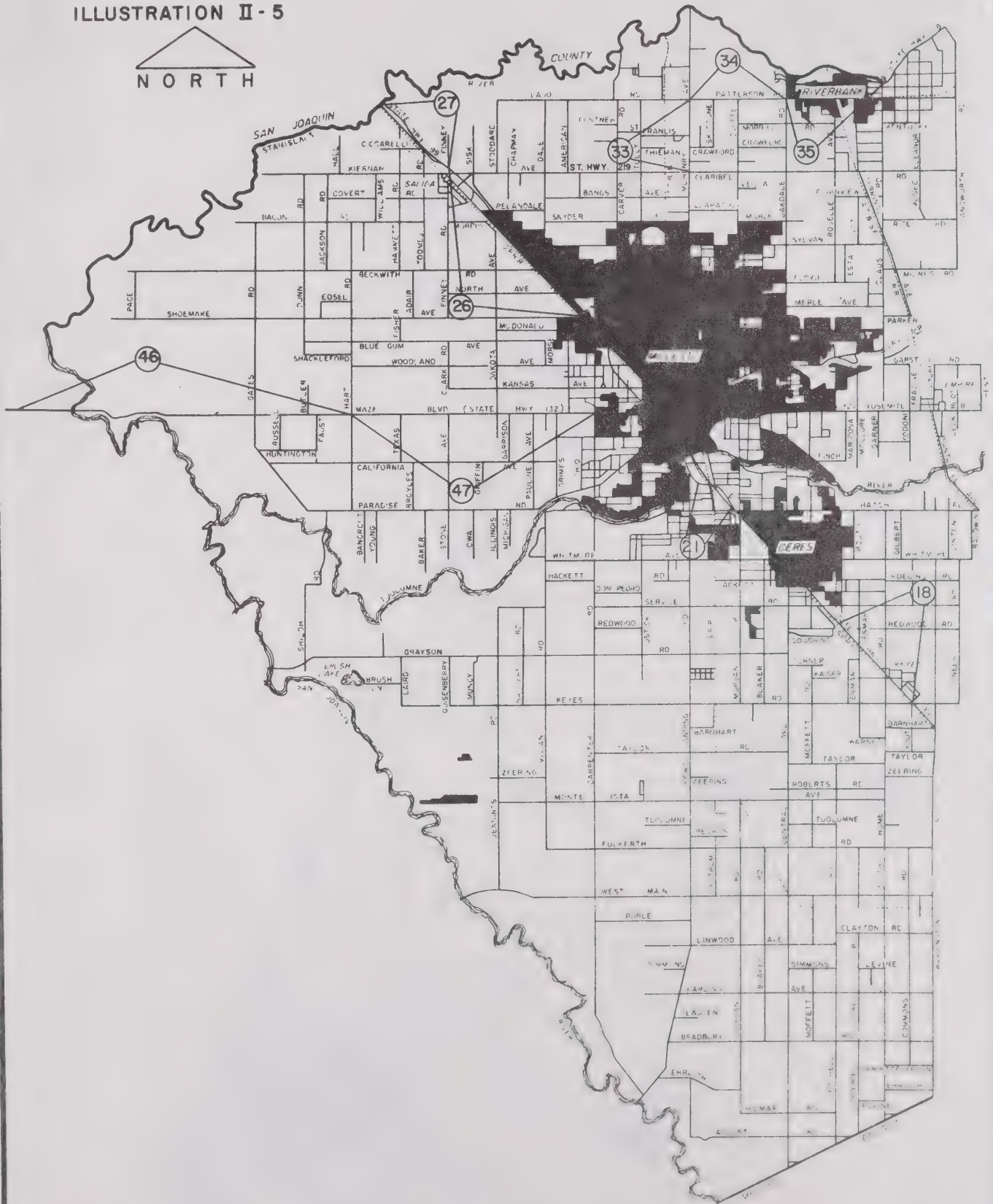
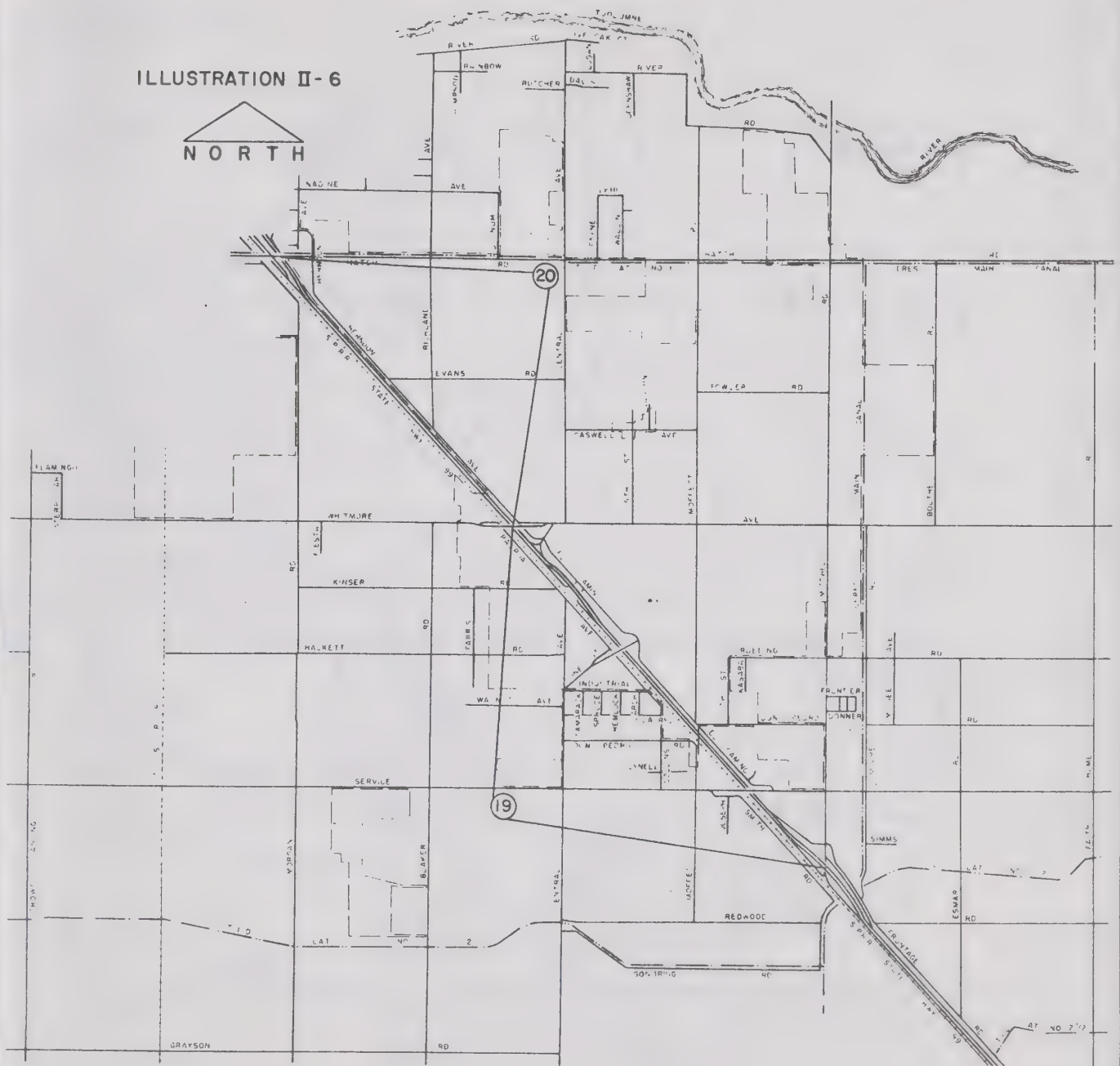
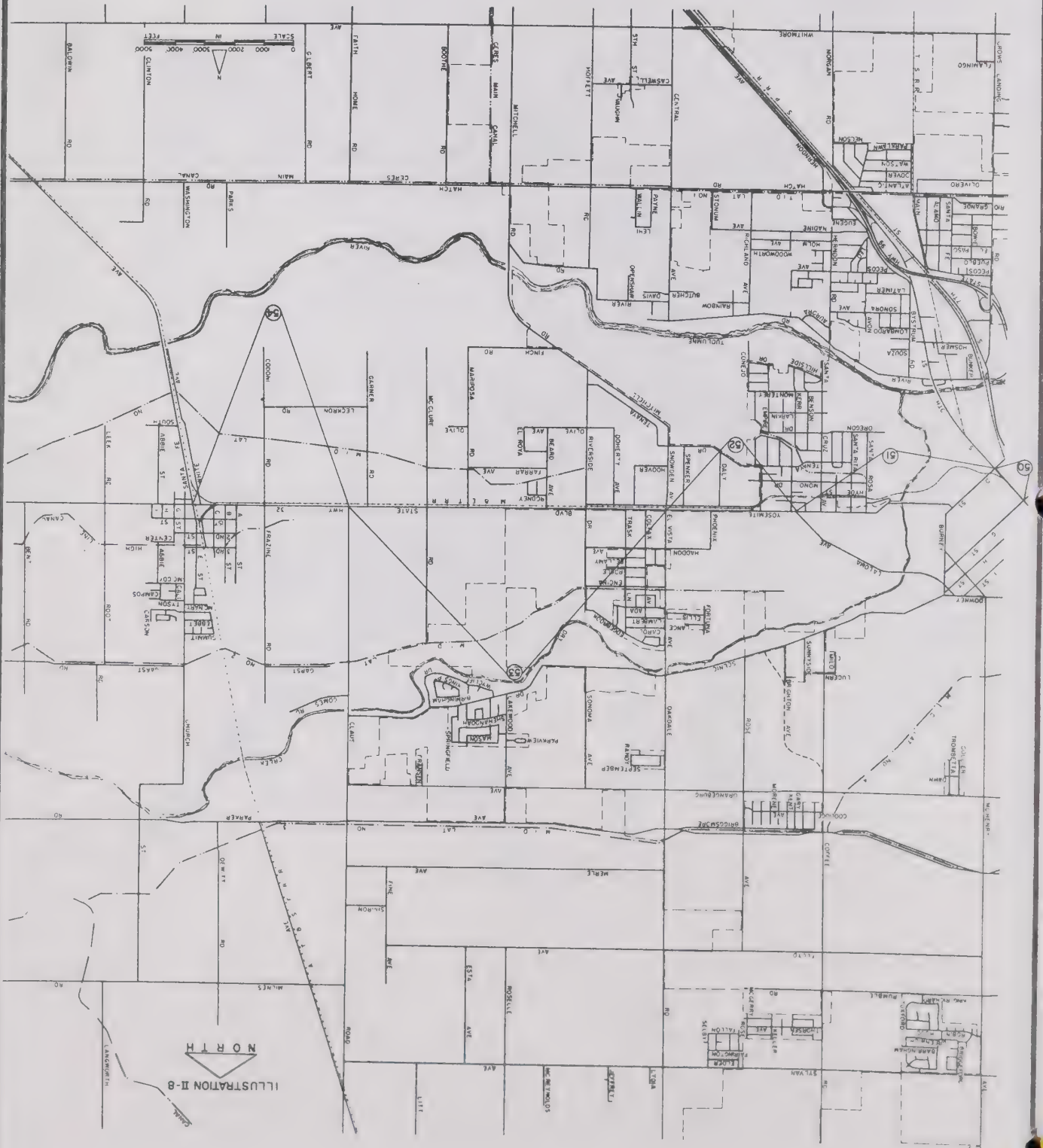


ILLUSTRATION II-6





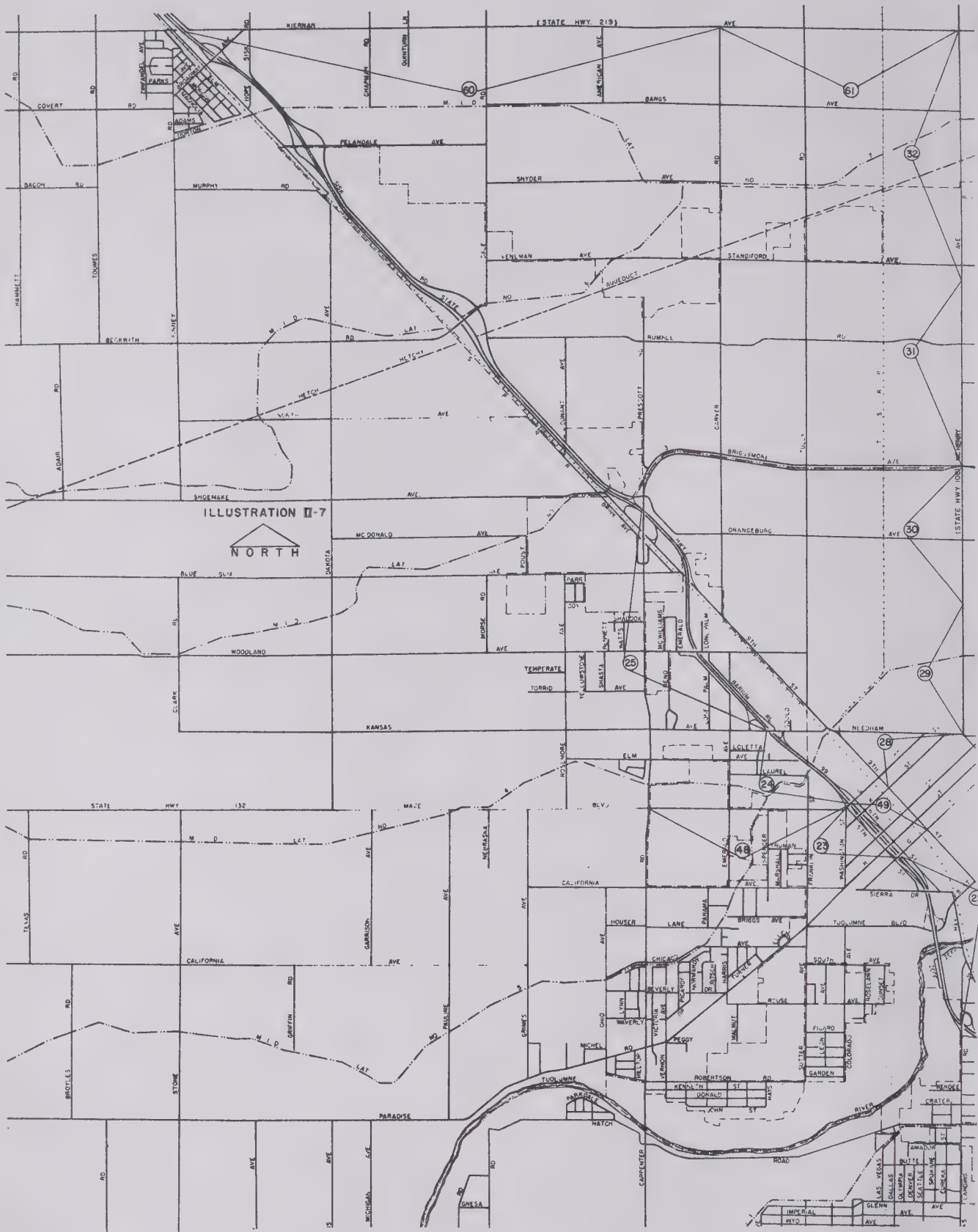
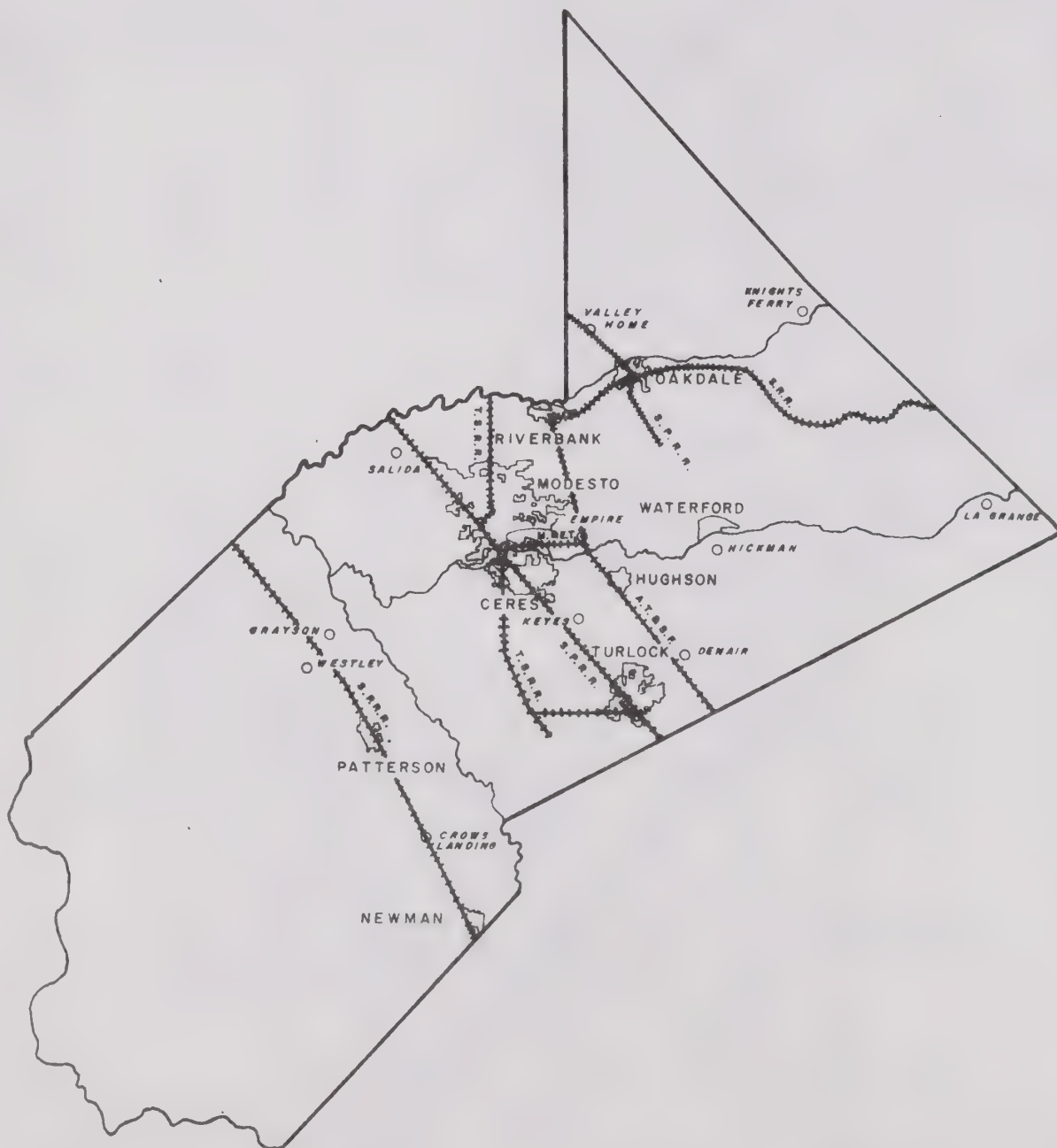
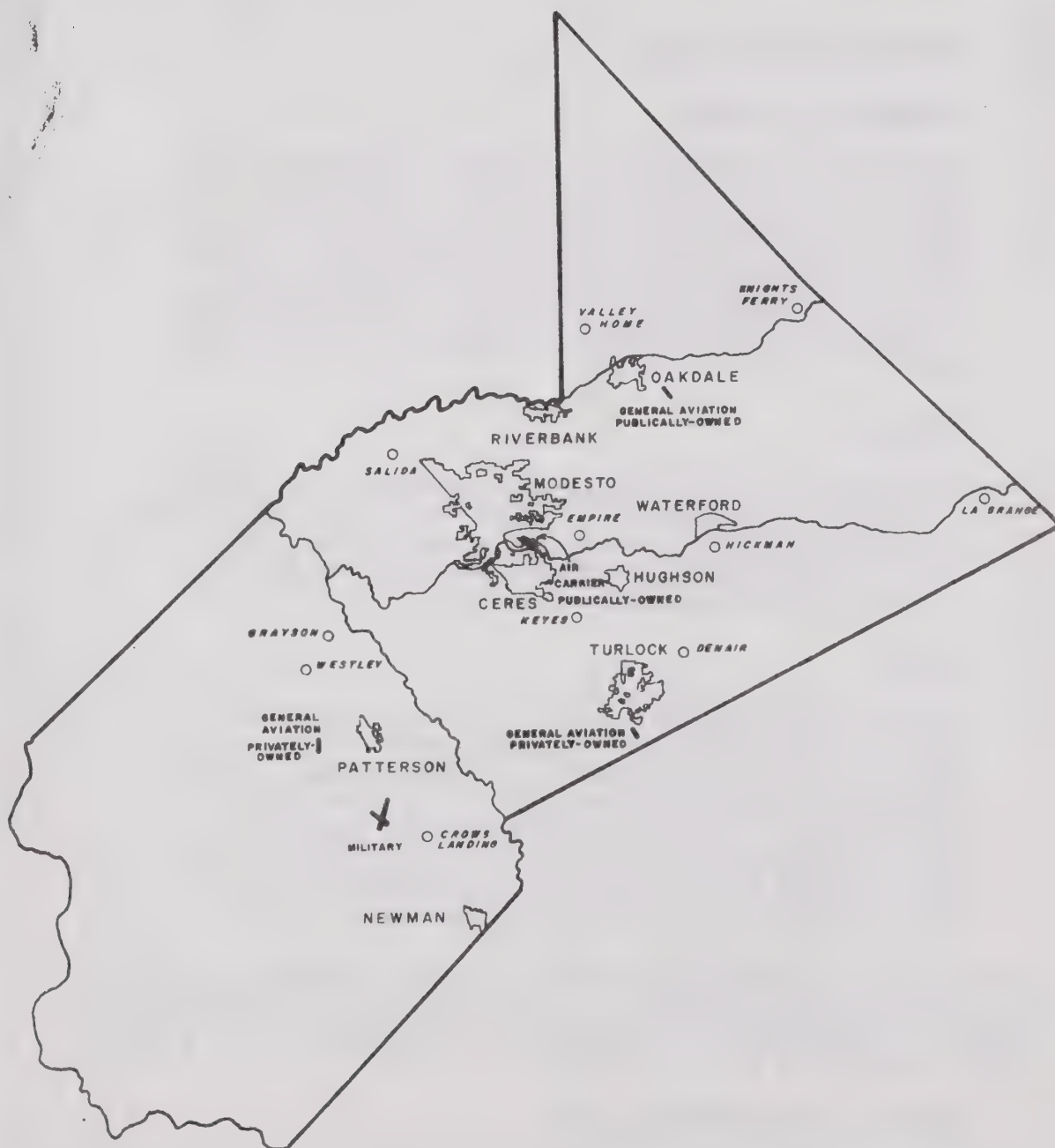


ILLUSTRATION II-7





RAILROADS



AIRPORTS

CONFLICTS AND ISSUES

A. TRANSPORTATION FACILITIES

1. Highways and Freeways

Residential uses adjacent to highways and freeways are subject to noise emissions in excess of noise conditions that are compatible to residential uses adjacent to residential streets. Other uses may experience the same incompatibility being located adjacent to highways and freeways, but this condition is usually during the hours of operation and not during the hours of relaxation and sleep.

2. Railroads

The majority of track mileage that exists in the County is located through the agricultural area. Any residential use located adjacent to a rail line would have a noise conflict whether it is a single home in the country or a subdivision on the fringe of a city.

3. Airports

Airport facilities operate with various types of aircraft and use flight paths unique to each facility. A combination of this information provides contours of noise emissions radiating out from the air field in various configurations. Residences, schools, and other uses that would be interrupted by noise would find a conflict if located within a noise contour of an airport that would be unacceptable for their desired function.

In each case, the conflict has been with the transportation facility producing noise adjacent to residential or other incompatible uses, but encroachment of incompatible uses into existing areas of noise producers is also a conflict.

B. COMMERCIAL AND INDUSTRIAL USES

Commercial and Industrial uses that emit excessive noise produce two conflict areas:

1. Unacceptable noise emissions to adjacent residential uses and other noise incompatible uses, and
2. Unacceptable amounts of noise for those individuals who are employed by such uses.

C. AGRICULTURAL NOISE

Agricultural machinery that produce noise are necessary for the productive farming of the land. Few incompatible uses are found in the agricultural areas due to the low density of dwelling units and other types of nonagricultural uses. Incompatible uses are generally found on the boundary of productive agricultural land and urban uses within or adjacent to cities.

NOISE PLAN

Standards for noise emissions are regulated in many cases through State and Federal agencies. Any government or private facility or operation that falls under this jurisdiction should comply with the required noise emission standards.

Information concerning noise levels of air facilities are being prepared by appropriate agencies and will be added to this element upon their completion.

Regulation of noise emissions in Stanislaus County can be implemented through existing ordinances and the adoption of new policy or ordinances to eliminate future noise conflicts.

A. IMPLEMENTATION

1. Continued review of the zoning ordinance and the Land Use Element of the General Plan to eliminate any future noise conflict areas, including a study to determine what would constitute a noise conflict in Land Use Planning.
2. Continued research in both the Environmental Impact Report and/or the Use Permit on noise conflicts for uses requiring Planning Commission review, and noise abatement conditions attached to any approved use by the Planning Commission or Board of Supervisors.
3. Policy or ordinance requiring any use permitted inside of the minimum noise contour of a public or military airport facility, freeway or highway, by a noise compatible use or effective noise barriers be established.
4. Designation of noise conflict areas and the establishment of a site and structural review committee to determine what measures can be taken to lessen the conflict, such as, noise barriers, insulation, structural placement, etc.

DOCUMENTATION

- Bechtel Incorporated, 1972, *Stanislaus County Airport System Plan*.
- California Council on Intergovernmental Relations, *General Plan Guidelines*, September, 1973.
- California State Department of Transportation (Caltrans), *Noise Contours for Highways and Freeways*.
- Los Angeles County General Plan (Preliminary), *Noise Element*.
- Stanislaus Area Association of Governments, *Noise Element*.
- Arnold Thompson Associates, Inc., 1976, *Master Plan, Modesto City-County Airport (Harry Sham Field) California*.
- NALF Crows Landing, 1976, *Air Installations Compatible Use Zones Study (AICUZ)*, Stanislaus County, California.

PRIORITIES

PRIORITIES

Proper consideration of implementation both as to alternatives and priority is essential to the effectiveness of any General Plan. While each of the elements of this General Plan contains a section specifically describing various implementation alternatives relating to the objectives of that element, it is appropriate that the major actions resulting from these various elements be specifically established in order to minimize overlapping, clarify intent, and establish proper priority. For this reason the following matters requiring additional County action on either a specific or continuing basis are listed. This list should be reviewed and updated annually by the Board of Supervisors and as such will provide a guideline for efficient utilization of Staff and Planning Commission effort.

A. CONTINUING ACTIONS

1. Continuing Review of General Plan, Map and Text

- (a) Land Use Element. The Land Use Element of the General Plan shall be under continuing Staff evaluation with written reports submitted to the Board of Supervisors on specific planning areas prior to the Planning Commission's regularly scheduled General Plan review meetings scheduled the second Thursday of April, August, and December. At these meetings the Planning Commission will initiate such hearings for formulation of final recommendations to the Board of Supervisors. This procedure insures that all areas of the County will receive specific review and consideration as to continued appropriateness of General Plan Land Use designations at least once within any two year period. (See attached Planning Commission General Plan review procedure chart.)
- (b) Other General Plan Elements. While requests for General Plan text modification may be submitted at any time, a specific Staff evaluation and report as to appropriate modifications to the remaining General Plan elements shall be submitted to the Board of Supervisors prior to the Planning Commission's December General Plan review meeting.
- (c) General Plan Implementation Schedule. Planning Staff shall submit a report recommending such modifications as are deemed appropriate with respect to modification of this implementation

PLANNING COMMISSION
TWO YEAR GENERAL PLAN REVIEW PROCESS

YEAR	APRIL (2nd Thursday)	AUGUST (2nd Thursday)	DECEMBER (2nd Thursday)
First Year	<ol style="list-style-type: none"> 1. Public hearing on individual General Plan amendment applications. 2. Planning Commission initiates public hearings on Land Use Element of Planning Areas No. 2 & 6 after report to Board. 3. Public hearing on modification of Planning Area No. 1 if any. 4. Public hearing on modification to other General Plan elements. 	<ol style="list-style-type: none"> 1. Public hearing on individual General Plan amendment applications. 2. Planning Commission initiates public hearings on Land Use Element of Planning Areas No. 3 & 4 after report to Board. 3. Public hearing on modification of Planning Areas No. 2 & 6 if any. 4. Public hearing on modification to other General Plan elements. 	<ol style="list-style-type: none"> 1. Public hearing on individual General Plan amendment applications. 2. Planning Commission initiates public hearings on Land Use Element of Planning Area No. 5 after report to Board. 3. Public hearing on modification of Planning Areas No. 3 & 4 if any. 4. Public hearing on modification to other General Plan elements. 5. Modification of General Plan Text Priorities.
Second Year	<ol style="list-style-type: none"> 1. Public hearing on individual General Plan amendment applications. 2. Planning Commission initiate public hearings on Land Use Element of Planning Areas No. 7 & 8 after report to Board. 3. Public hearing on modification of Planning Area No. 5 if any. 4. Public hearing on modification to other General Plan elements. 	<ol style="list-style-type: none"> 1. Public hearing on individual General Plan amendment applications. 2. Planning Commission initiates public hearings on Land Use Element of Planning Areas No. 9 & 10 after report to Board. 3. Public hearing on modification of Planning Areas No. 7 & 8 if any. 4. Public hearing on modification to other General Plan elements. 	<ol style="list-style-type: none"> 1. Public hearing on individual General Plan amendment applications. 2. Planning Commission initiates public hearings on Land Use Element of Planning Area No. 1 after report to Board. 3. Public hearing on modification of Planning Areas No. 9 & 10 if any. 4. Public hearing on modification to other General Plan elements. 5. Modification of General Plan Text Priorities.

section of the General Plan text to the Board of Supervisors prior to the Planning Commission's December General Plan review meeting. The Planning Commission shall, following review, submit a written report and recommendation thereon to the Board of Supervisors at the earliest possible date following such consideration.

2. Continuing Review of Present County Ordinances

The Staff, Planning Commission and Board of Supervisors shall undertake the continuing evaluation of all ordinances relating to the implementation of this General Plan and establish such hearings as are necessary to modify such ordinances as may be deemed appropriate.

3. Continued Monitoring of Pending State and Federal Legislation

The Staff and Planning Commission shall monitor pending State and Federal legislation in terms of its effect upon the consistent implementation of this General Plan and shall, where it is felt appropriate, request the Board of Supervisors to take such action as is considered necessary to effectively oppose, modify, or support such legislation.

B. SPECIFIC ACTIONS

The following list of additional specific actions has been derived from the various elements of this General Plan.

1. Preparation of Community Plans for Unincorporated Urban Places

Preparation and final adoption of detailed community plans to guide future development of the County's unincorporated places with these plans to be completed according to the following listed order.

UNINCORPORATED COMMUNITY	DATE ADOPTED BY BOARD OF SUPERVISORS
a. Denair	February 17, 1976
b. Knights Ferry	September 14, 1976
c. Westley	September 14, 1976
d. La Grange	May 3, 1977
e. Salida	May 10, 1977
f. Empire	
g. Crows Landing	
h. Valley Home	
i. Hickman	
j. Keyes	
k. Grayson	
l. Del Rio	

2. Preparation of Additional Zoning District Regulations

It is necessary and desirable that additional zoning regulations be developed either as specific new zoning districts or as combining district regulations implementing the objectives of this General Plan with respect to the following:

- (a) Protection of existing and potential development within the flood plain of a river.
- (b) Protection of areas of critical concern with respect to conservation as established by the Conservation and Open Space Element.
- (c) Protection of areas subject to potential hazard as designated within the Conservation and Open Space Element.
- (d) Protection of established scenic corridors along streets and highways designated within the Conservation and Open Space Element.

3. Restudy Leading to the Increased Comprehensiveness of the Transportation Element

At the time of the initial adoption of this General Plan text, priority of time did not allow a comprehensive review and modification of the Transportation Element based upon the newly completed Land Use Element and County Transportation Plan. This revision and modification should be undertaken at the earliest possible opportunity.

- 4. Formulate and adopt County policy to encourage use of dredger tailings as sand and gravel resource prior to utilization of such deposits lying beneath productive agricultural land and requiring complete rehabilitation of any such sites utilized.
- 5. Development of policy and/or ordinance requiring use permits inside the airport planning boundary of public or military airport facilities and within minimum noise contours of freeways or highways by a noise compatible use.
- 6. Continue development of a coordinated city-county effort to develop imaginative and responsive approaches to housing needs within the county through the Housing and Community Development Act of 1974 and such other local, state, or federal approaches as may be available.
- 7. Amendment of the Noise Element to include noise contours of ground facilities associated with all military airfields and airports operating under a permit from the State Department of Aeronautics when they become available from the appropriate agencies.
- 8. Development of County guidelines and regulations for the placement of air fields and ground operations used in conjunction with dusting and/or spraying of land for agricultural crop management and pest control.

ENVIRONMENTAL ASSESSMENT

ENVIRONMENTAL ASSESMENT

The California Environmental Quality Act requires an analysis of the environmental impacts of proposed public and private projects which may have a significant effect on the environment. This entire proposed General Plan for Stanislaus County has been designed to protect the basic natural resources of the County while allowing physical and economic growth to take place. This section of the plan discusses in general terms the impacts to the environment which can be expected to occur as a result of the implementation of the plan. While this section is not itself an Environmental Impact Report, it does cover the same areas of discussion as would an EIR. The only specific EIR sections omitted are the "Description of Project" and "Description of Environmental Setting" sections. Because this Environmental Setting section is a portion of the General Plan itself, it is felt that the remainder of the plan is more than adequate to cover these areas.

A. ENVIRONMENTAL IMPACTS - LONG AND SHORT TERM

This plan contains, of course, several different elements. It is the Land Use Element which has the greatest potentials for impacts to the environment. This is the element which, in a sense, guides the location of the factors discussed in the other elements.

The chief thrust of the Land Use Element is to control growth which takes place within the County. The element has attempted to tighten restrictions on urban-type developments which are not provided with proper urban services. The element is designed to prevent unplanned, premature conversion of valuable agricultural land into other uses which can be detrimental not only to the actual land which is converted, but to surrounding land as well.

The Land Use Element has set up areas around incorporated cities and unincorporated towns in which urban growth will be allowed, provided that developers annex their land to the respective city or community services district. The plan, and subsequent zoning which supports it, act to prevent any conversion of land into urban uses without proper annexation and provision of services. The overall impact is designed to be such that agricultural land around cities and towns can be kept in that use until the community grows out to the land in an orderly manner. The plan prevents leap-frogging out away from developed areas which can cause problems of increased taxes and land use conflicts with surrounding properties, which in turn can lead to further breakdown of the area into premature urban uses. The Land Use Element does not by any means stop growth. It simply directs it to locations around existing urbanized areas and requires provision of urban services at the proper time to those areas in which growth does occur.

The areas in which the plan allows urban growth to occur are the 20 year sewer service areas of each community, as established by the cities and towns themselves. No attempt has been made to determine how realistic, in terms of actual growth, the ultimate boundaries may be.

Although the plan does not itself cause development to take place, it does allow development subject to the conditions outlined above and in the Land Use Element itself. Based on the 20 year sewer service boundaries which have been used in developing the plan, there can be a substantial conversion of agricultural land to nonagricultural uses. At the present time, those areas designated "urban transition" on the Land Use Element for all the communities in the County contain over 32,000 acres of undeveloped land.* Of this total, over 27,000 acres are lands with a U. S. Soil Conservation Service Storie rating of 80 or greater, which are defined as prime agricultural land. This means that approximately 9% of the total 312,000 acres of Class I and II soils in the County are subject to conversion of nonagricultural uses under the plan. Loss of this prime agricultural land would act to force those uses presently found on the soil out into other areas of good soils, thus displacing existing agricultural uses of those soils. The end result would likely be to force more intensive use of the lower classes of soil. These soils can be successfully farmed, although they do require greater investment and management. This in turn increases costs of products eventually produced on the land. Of course, exact dollar amounts, or even the kinds of changes which may occur are virtually impossible to predict, due to uncertainty about market conditions, which lands are converted, and at what rate land use conversions occur.

In addition to the possible loss of the land within the urban transition areas for agricultural uses, there will be a corresponding loss of agricultural open space and wildlife habitat. As discussed in the Open Space and Conservation Element, agricultural lands can have definite values as wildlife habitat and scenic values as open space. Conversion to urban uses would be a permanent destruction of habitat to those species presently using these areas. Some animals, especially bird and insect species which are compatible with urbanization, would remain. There are no known rare or endangered animal species known to exist within the proposed urban areas of the County with the exception of the Bald Eagle seen in the La Grange area. No changes are anticipated in the area used by the eagles. The blunt nosed leopard lizard and the giant garter snake are thought to possibly exist in the County, although the State Department of Fish and Game indicates that they are not definitely known to exist here. The Conservation/Open Space Element of the plan identifies and sets a high priority on preservation of riparian habitat areas, which provide the most valuable wildlife habitats in the County.

There are a number of rare and endangered plant species found in Stanislaus County, although most are found in the foothill areas. Some species could exist in the areas around Knights Ferry and La Grange. Growth in these communities could remove any species found there.

*Undeveloped land is defined as parcels of three acres or more which are either vacant or in agricultural use.

The ultimate conversion of 32,000 acres to urban uses will have an obvious impact on the open space and aesthetic character of the County. Although some open space will remain in yards and parks, the overall effect of a change from agricultural to urban uses is substantial. The value of open space for aesthetic purposes is subjective, and will affect individuals to varying degrees, but a significant change will definitely occur.

Ultimate development of the urban transition areas is, of course, necessary to house a great increase in population which can be expected. The State Department of Finance anticipates an increase by 1995 to about 296,000 persons, up from the present population of 213,600. Virtually all of this increase can be expected to take place within and around the urban areas. This will require substantial upgrading and expansion of public utilities and services to meet needs.

The Circulation Element of the General Plan addresses the need for the motor vehicle transportation routes to meet increased population. It lays out the basic network of streets and highways which will serve the County. Virtually all the proposed major streets and highways which are seriously planned are already in existence, although they are not developed to their ultimate widths. New street construction will largely consist of minor and collector streets within urban areas. The major impacts associated with this Circulation Element in its present form would be conversion of land adjacent to existing roads when they are widened to their ultimate right of way. Exact amounts of land thus converted are unknown at this time, as such a figure is subject to ultimate growth patterns and timing, and subject to revisions which may occur as a result of the upcoming review of the Circulation Element. Impacts of conversions of land for new streets within the proposed urban areas are considered as a part of the overall urbanization of those areas.

Improved street facilities, coupled with increased population, will increase automobile and truck traffic within the County. Numerous factors come into play when estimating the amount of the increased traffic, but the 1975 Stanislaus Area Transportation Plan estimates a figure of 1,732,000 daily person trips, up from 1,010,000 trips in 1970. This would be a 71% increase. Future outside influences could modify this figure, but it still seems safe to say that a substantial increase in traffic will take place. This will produce corresponding consumption of energy resources and increased amounts of air pollution. Again, precise figures are unavailable due to many considerations, including the very generality of the plan. It is likely in light of recent world wide energy concerns that fuel efficiency of motor vehicles will increase, while emission levels decrease in the future. Nevertheless, the Stanislaus Area Transportation Plan and the State Air Resources Board have indicated that this area is not expected to be able to meet future air quality standards. Orderly, planned growth from the cities outward, rather than haphazard sprawl, can produce more efficient transportation routes and use of energy.

Increased population, particularly within concentrated areas, can produce increased noise levels within those areas. Increases in traffic, as well as new business and industries, will be leading contributors. The General Plan has proposed to require use permits

for developments in areas subject to noise, such as around freeways and airports. It has also recommended that eventual adoption of a County noise ordinance, spelling out specific noise levels which will and will not be allowed. No adverse impacts are expected from the

Similarly, no adverse effects are expected from adoption of the Housing Element. It deals with the provision of adequate housing for the residents of the County, including means of obtaining housing and insuring its safety and adequacy. Here the concern is mainly with areas within the cities of the urban transition designation. The Housing Element is therefore, from an environmental viewpoint, a subsection of the Land Use Element, without separate environmental impacts, with two possible exceptions. One of these could be a disruption of residents if they were, because of currently inadequate housing, required to relocate due to implementation of some of the policies recommended in the Housing Element. Although relocations are not proposed as such, they could possibly occur. Relocations can at times produce sociological and psychological disturbances to persons moved, although this is by no means a definite impact. Moves also have beneficial effects which can outweigh their adverse effects.

The second possible impact would be if any historic buildings were, as a result of programs recommended by the Housing Element, found to be hazardous and in need of removal. Consultation with local historians before any such steps for removal take place could avoid this problem.

Effects on water quality can be expected with an increased population, as allowed by the plan. The Open Space and Conservation Element discusses the present water quality situation, including groundwater problems and surface water quality. The plan calls for cooperative study of these problems by agencies with expertise in the matter in the hopes of improving current problems. The requirement that new residential developments first obtain connection to public sewage disposal systems rather than make use of septic tanks will help to prevent new water quality problems, particularly in areas of high groundwater levels.

The impacts described above, both positive and negative, are basically long term in nature. The General Plan is a long term planning document. None of the impacts described will be sudden, or will even necessarily take place at all. The plan simply permits these things to happen and attempts to control the adverse effects.

B. UNAVOIDABLE ADVERSE EFFECTS

If the General Plan is implemented as proposed, the effects described in the previous section appear unavoidable. They will occur to the degree that growth occurs in the County. The exact degree or magnitude of the effects is highly variable, depending on specific growth patterns and locations, technological changes, and other outside influences. Removal of land from production, loss of wildlife habitat, effects on air quality, increased noise levels, loss of open space,

and changed aesthetics are all apparently unavoidable if the plan is implemented. The plan is based, however, upon the ideal of responding to environmental factors and making impacts thereon as minor as possible.

C. MITIGATION MEASURES

The General Plan as proposed is designed to protect the County environment while still allowing orderly growth and development to occur. The plan proposes many programs designed to mitigate adverse environmental effects of growth, several of which have already been mentioned. Limiting development in areas of orderly growth, along with provision of urban services, for example, mitigates a number of adverse effects associated with past, unplanned developments.

The call for development of a zoning designation to protect environmentally sensitive or hazardous areas will produce benefits of preservation of wildlife and open space, while acting to insure public safety.

The preparation of community plans for the unincorporated towns of Stanislaus County will help insure that what growth occurs in these areas will be in a proper fashion with a minimum of environmental conflicts.

Coordination of various present and proposed water studies can help improve the water quality situation in the County to meet the needs of the increasing population.

The development of a noise ordinance will aid in the mitigation of increased noise levels due to population increases in urban areas.

The plan recommends the establishment of a policy for use of dredge and hydraulic tailings from already disturbed lands to meet needs for sand and gravel resources. This would allow other, undisturbed areas containing the resource to remain in their present state and would return the disturbed land to a useful condition.

The Housing Element seeks to upgrade housing conditions throughout the County, thus improving the living environment for persons who may presently live in less than adequate housing.

Probably the most important mitigation factor is the plan's attempt to protect the agricultural land which is the base of the County's economy. Although land designated urban transition by the Land Use Element can be urbanized, the remainder of the County will be better protected from unplanned growth and developments. The plan basically provides long term protection of agricultural land outside the growth areas of existing communities.

D. ALTERNATIVES

A wide variety of alternatives to the recommended general plan elements exist. For the Land Use Element these alternatives range from a return

to the unplanned situation which existed with the A-1 Unclassified zoning and its results of fragmented urban sprawl to a more regulatory "iron ring" approach establishing restrictions on all growth. The adverse environmental consequences of the former would be similar to those of the present proposal in type, but would be much greater in magnitude. This alternative would leave little protection except by change for the County's environmental resources.

Haphazard development could produce a greater loss of agricultural land, with effects felt over a much wider area than just the urbanized parts of the County. Sprawl would also lead to increased energy consumption and air pollution, due to greater distances that would have to be traveled between residential areas and places for shopping and employment. Intrusion of urban uses into agricultural areas usually produces some basic use conflicts which result in the inability of farmers surrounding the urban use to continue operations. They are thereby forced to try to make other uses of their land. This premature and widespread type of process could have adverse effects on the economy of the County, which is heavily dependent upon agriculture.

On the other hand, a "no growth" type of plan would provide excellent protection for the physical environment. It would maintain the County in more or less its present conditions, and although there would be no provision for improvements to existing conditions, neither would there be the loss of agricultural land and its associated impacts as discussed previously. Land would remain available for farming, and air quality would improve due to improved technology along with state and federal requirements. Wildlife habitats and open spaces would remain basically as they are, as would the aesthetics of the area. This type of plan would have adverse social and economic effects however. Lack of growth would lead to increased property taxes on present facilities to pay the rising costs of public services, even if the services remain at their present levels. Unemployment would likely increase in construction and service trades.

There are also numerous alternatives within the range of these two extremes including the one which was chosen. The impacts of each would vary according to the exact policies which it proposed to implement. The "no project" alternative, which must be considered, is really not possible here. These general plan elements are required by state law. If they are not prepared, the County faces loss of a substantial amount of state funds and is open to lawsuits on a wide variety of actions which it may take.

Although the previous discussion was directed primarily at alternatives to the Land Use Element, many of the statements made apply to the other elements as well. They tend to discuss specific programs to be developed to solve problems and meet needs within the overall framework of the Land Use Element. Noise, housing, open space, and circulation are all factors which are of concern within the scope of the Land Use Element.

There are, of course, specific programs possible within each of these elements which could have greater or lesser impacts than those proposed.

For example, proposing a noise ordinance prohibiting all noises over a certain level could certainly lower noise levels, but could have severe economic effects. There are countless other policies throughout the plan which are possible, some with a greater impact and some with a lesser effect.

E. IRREVERSIBLE ENVIRONMENTAL CHANGES

Although no irreversible changes will occur as a direct result of this plan, it does allow several which are likely to occur. Here again, the primary change is the commitment of land to urban uses, which are permanent in nearly all cases. Other impacts such as aesthetic changes and destruction of wildlife habitats are also irreversible. The commitment of vast amounts of building materials and fuel used in constructing improvements is similarly irreversible. The exact degree to which any of these commitments or changes will occur is, of course, dependent upon the kind of growth which actually takes place within the limits set by the plan.

F. GROWTH INDUCING IMPACT

This plan is not growth inducing. Rather, it is growth controlling. It does not, even in the Circulation Element provision for a highway system, encourage growth. It recognizes the fact that growth has occurred in Stanislaus County, and will continue to occur. The plan seeks to direct growth into specific locations where proper services can be provided and environmental impacts minimized. The plan allows the market place to determine the rate of growth, but acts to protect the resources and living conditions which are the basis for that growth.



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